

3 1761 11651822 6

Page 1

Toronto

London

North Bay

St. Catharines

Windsor

Toronto

London

Windsor

Toronto

London

Toronto

Toronto

May 1955

May 1955

CAZON DE 67

-73B67

Page

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000

1000000



Des. 100 100 1972

1000000

1000000

1000000

Ontario Committee on the Costs of
Education Briefs



Presented to the
LIBRARY of the
UNIVERSITY OF TORONTO
by
T.A. MacEwen
in
memory
of

M. St. A. Woodside

Mr. P. deJong
Chairman C. W. Q. T.
Lincoln Division O.S.S.T.F.
Merritton High School
10 Seymour Avenue
St. Catharines, Ontario

Mr. J. R. McCarthy
Executive Director
Committee on the Costs of Education
Suite S 944
252 Bloor Street West
Toronto 181, Ontario



Dear Mr. McCarthy:

Re: Brief on the Effects of Government Ceilings in Lincoln County

In reply to your letter of May 5, this brief was presented to your committee by the Lincoln Division of O.S.S.T.F. and as such it represents this group rather than a personal submission and wish it to be considered as such.

The major points brought out by our survey of Principals and Department Heads in the thirteen Secondary Schools in Lincoln County were that as a result of the Government ceilings on education, the effects felt were as follows:

1. Increased work loads for teachers in the form of a) larger class sizes; b) increased timetable periods. This has certain detrimental effects in that students now receive less individual attention.

2. Certain courses which had been planned for had to be dropped due to lack of funds. Certain other courses which had been offered previously in a school had to be discontinued because the size of the class was too small.

3. Finances to maintain building appearance and upkeep of repairs to physical education and business machines have been drastically curtailed to such an extent that in some areas i.e. physical education and commercial department, no money is available for repairs, and thus equipment is not used or unsafe for use.

4. In order to meet the government ceilings, staff cuts have been necessary during the past two years which has had a demoralizing effect on the staff and cannot help but affect performance in the classroom.

5. Money is not available for field trips unless the student pays for it. This in many cases, where the student comes from a lower socio-economic background, has placed a hardship on the student. Yet the Department of Education seems to encourage field trips.

I hope that this clarifies the matter somewhat. If there is any information you require please contact me again.

Thank you for your interest/Sam.

Yours sincerely,

P. deJong.

15
Mr. McCarthy
Mailed
8/1/73

Brief Presented Regarding the Effects of
Government Ceilings on Spendings in Lincoln County

The principals and department heads of all our secondary schools received a questionnaire (See Appendix A).

The general response to the survey did show certain trends which have been developing since last year (1971), the year the effects of the ceilings were first felt.

The Brief is divided into two parts. Part A deals with the responses from the principals and Part B with the replies from the department heads.

PART A:

Some principals reported that courses had been discontinued because of small classes. It seemed that business courses were often hardest hit although in some cases academic subjects were dropped as well, such as geology, languages and in some cases new courses which had been planned were not offered.

The area where the most severe effects were felt was in the phasing system. Often Phase 2 and Phase 4 had to be discontinued forcing students to take the subject matter in either too difficult an area of study or too easy a field.

Many principals reported that there is a general trend to increase class sizes and to increase teacher work loads with more periods to be taught, more supervisions and more "on calls" during which time the teacher supervises a class for an absent colleague; this being due to the fact that supply teachers are not available for one or two day absences, but generally are available for long absences of teachers.

The availability of funds for instructional supplies seems to be generally satisfactory although some principals indicated that there may be just enough to make ends meet.

Funds for field trips are very limited: usually the student bears the cost of such activities. Funds seem to be available for extra curricular activities although they seem to be tight.

As far as plant maintenance is concerned most principals felt that the plants are at this point in time still in an adequate state of repair, but a number of them pointed out that under the present tight situation deterioration in the general appearance of the building and repairs to equipment may well be difficult. Repair and replacement of equipment in Physical Education and Commercial areas seem to pose serious problems.

One school reported that their system of individual time-tabling and continuous progress is being carried on with one vice-principal, four secretaries and 950 students. But at George Vanier with 1500 students, 3 vice-principals and 10 secretaries, this educationally sound innovation was abandoned because of lack of time and staff to keep up with time-table changes. Yet the schools in Lincoln County are trying to carry on with a great deal of effort on the part of administration and secretarial help.

PART D:

Department Heads:

Department heads were more specific in their information, since they are probably more closely involved in the actual teaching process. This in no way is intended as a criticism directed at principals. Basically the department heads could give more specific examples of course and phase discontinuance.

The majority of department heads reported increases in class size from 1 to 10 students and a reduction in staff, often full time teachers in a certain subject area were reduced to part-time teachers with teaching duties in other subject fields.

One school reported an increase in class size in the Mathematics department, of over 50% with a reduction in staff from 2 full-time to 5 full-time and 3 part-time teachers.

All departments reported a reduction in their budget for supplies and equipment. In many cases these supply budgets were reduced by 50%. Equipment budgets often were reduced to nil. Moneys for field trips was not available therefore the cost of such trips was entirely borne by the students.

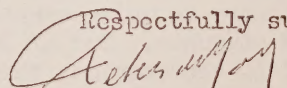
Department heads expressed a concern about replacement and repairs of worn out or broken equipment. This concern was most often voiced by Commercial and Physical Education departments, although other departments such as Geography, History and English pointed out similar trends.

Finally the ultimate result of the ceilings will be the declaration of surplus personnel. This is due to a number of factors: The Department of Education has encouraged the development of new courses and a variety of options. The general effect has been to spread the students thinner over many subject areas with the resulting decrease in class size and the increasing cost to education. On the other hand we are now faced with government limits on educational spending which have meant an increase in class size and a surplus of teachers.

This annual process of declaring personnel surplus has a very demoralizing affect on staff. Ultimately the students will suffer from these cutbacks as well. He is faced with demoralized personnel, and in addition the student finds himself in a larger classroom situation where he will receive less individual attention.

The government imposition of spending ceilings has furthermore seriously eroded the autonomy of the local Board of Education. The creation of "light-house" Boards which could give educational leadership has been seriously impaired

Respectfully submitted,



Peter de Jong
C.W.Q.T. Chairman

March 1972

C.W.Q.T. SURVEY

APPENDIX A

Fellow Department Heads:

The Division Council has directed the C.W.Q.T. representatives to conduct a survey and prepare a brief for submission to the O.S.S.T.F. on the effect of the spending ceilings on education. Would you please fill out the following survey and return it to me at the Head's Meeting on Tuesday, March 7.

- (1) How many courses were discontinued in your school/department as a result of spending ceilings?
- (2) What options are no longer available?
- (3) How have class sizes been affected by spending ceilings?
In 1971-72
- (4) Has the number of teaching periods increased per teacher?
- (5) Are supply teachers available?
- How often are they available?
- (6) Is sufficient money available for - instructional supplies?
- instructional supplies?
- field trips?
- extra curricular activities?
- professional development?
- (7) Can the plant be maintained adequately?
- (8) Are E.T.V. and other A.V. resources available?
- (9) Are departmental programme consultants used often?
- (10) Are departmental and/or board publications used?



Digitized by the Internet Archive
in 2023 with funding from
University of Toronto

<https://archive.org/details/31761116518226>

Received Oct 13, 1972

Supplementary elaboration to the brief
presented to "The Committee on the Cost of
Education" on "The effects of Government
ceilings in Lincoln County"

One of the important effects of the government ceilings
has been the inability of school boards to grant equitable
and just salary increases to teachers which would permit them to
keep up with other professions or with increases in earning power
by members of the labour force.

Graph one shows the position of teachers in salary
category four vis a vis professional engineers in Ontario. The
relative starting position of teachers who graduated in 1968
versus the starting position of engineers shows a slight gap.
The gap widens between teachers who graduated in 1966 and engineers
who graduated in that year, and this gap remains fairly constant
between teachers and engineers. The teacher who graduated prior
to 1958 has reached his maximum salary and his income does not
increase markedly, where as the income of the engineer who graduated
prior to 1958 continues to grow, and the gap in income between
these two professions widens considerably.

Graph two shows the position of teachers in relation to
other professions and again it shows the drastic rise in earning
power of all the other professions where as that of teachers has
only gradually increased.

This trend is further accentuated by a study carried on
by Professor David Dodge, Professor of Economics at Queens Univer-
sity for a ten year period ending December 1971. His report finds
the following:

PROFESSION	INCREASE IN EARNINGS
Physicians and Surgeons	76.4%
Dentists	52 %
Lawyers	51.2%
Engineers (other than consulting)	33.8%
Consultants	35 %
Electricians	62.8%
Metal Workers	46.5%
Teachers	26.8%

The arguments often presented by school boards when
faced with demands for increases in salaries by its employees
are that unlike industry they cannot:

1. Obtain revenue from the sale of products, productivity of teachers cannot be increased, so the argument goes.
2. Pass increases in cost onto the consumer or tax payer. The government ceilings have further aided boards in this argument, and make it vertically impossible to grant equitable raises.
3. School boards ostensibly cannot take advantage of automation as industry does.

It is the opinion of the teachers, that they, like police officers, and all employees in the federal, provincial, and municipal domain are in reality employees of the tax payers. In all cases of request for wage increases by the public employees the welfare of both the tax payer and the public employees must be considered.

In the case of the tax payer and the teachers in Ontario the respective living costs are the same for food, shelter, taxes, etc. The teachers feel that members of the teaching profession in Ontario ought not to be required to subsidize the tax payers of this province by having to accept wage increases which are not at par with those granted to others and the general public. Precedent for this statement is found in the constitution report made by Mr. Justice Wilson as far back as 1950 in the dispute between railway workers and the companies.

The conciliation board agrees that the financial condition of the railway cannot be pleaded for the purpose of perpetuating any injustice to its employees. The board agrees with the union that railworkers must not be required to accept sub-standard wages or onerous working hours in order to underwrite railway deficits. If higher wages are deserved they must be paid and the public must pay the cost.

The teachers, of course, welcome the improvements in the standard of living of the industrial workers and other professions. But, it is the opinion of teachers that they should receive similar increases to offset the decline in the purchasing power of the dollar. Teachers are also of the opinion that since they live in a community and form part of that community, and thus should be allowed to maintain that standard of living. The present Government ceilings on educational spending make this just about impossible, this places an unfair burden on the teachers who seem to be required to accept wage increases not at a par with those offered others in the community, because it is politically expedient for the government to place ceilings on educational spending teachers earning power seems to be curtailed.

II EDUCATIONAL FINANCE

One of the major drawbacks of educational finance at this point is the nature of the property tax. Ability to pay does not enter into the picture. The province has a patch work of permission to defer the taxes on residences of pensioners, however, the pensioner who rents his living accommodation has no possibility of relief. The burden of taxation on property is very heavy for most wage earners and thus, educational finance easily becomes a political football, since cuts in the property tax "buy votes".

Leading economists have indicated that educational expenditures constitute an investment. The increases in the G.D.P. can be directly related to the educational level of the country. Quality, and quantity of education are the basis of the economic, social and political development of a country.

The present ceilings as they are now determined, do not allow to a variety of situations in the province, and rather than bring about equality in education could lead to a level of province wide mediocrity.

Some factors which should be considered in establishing educational expenditures are:

- a. The ^{NATURE} ~~natures~~ of the programs, innovative programs require higher expenditures.
- b. Experience of staff, the more experienced a staff is, and the more qualified the teachers are the greater expenditures become.
- c. Transportation costs will vary for individual boards, thus again, differential grants are needed.

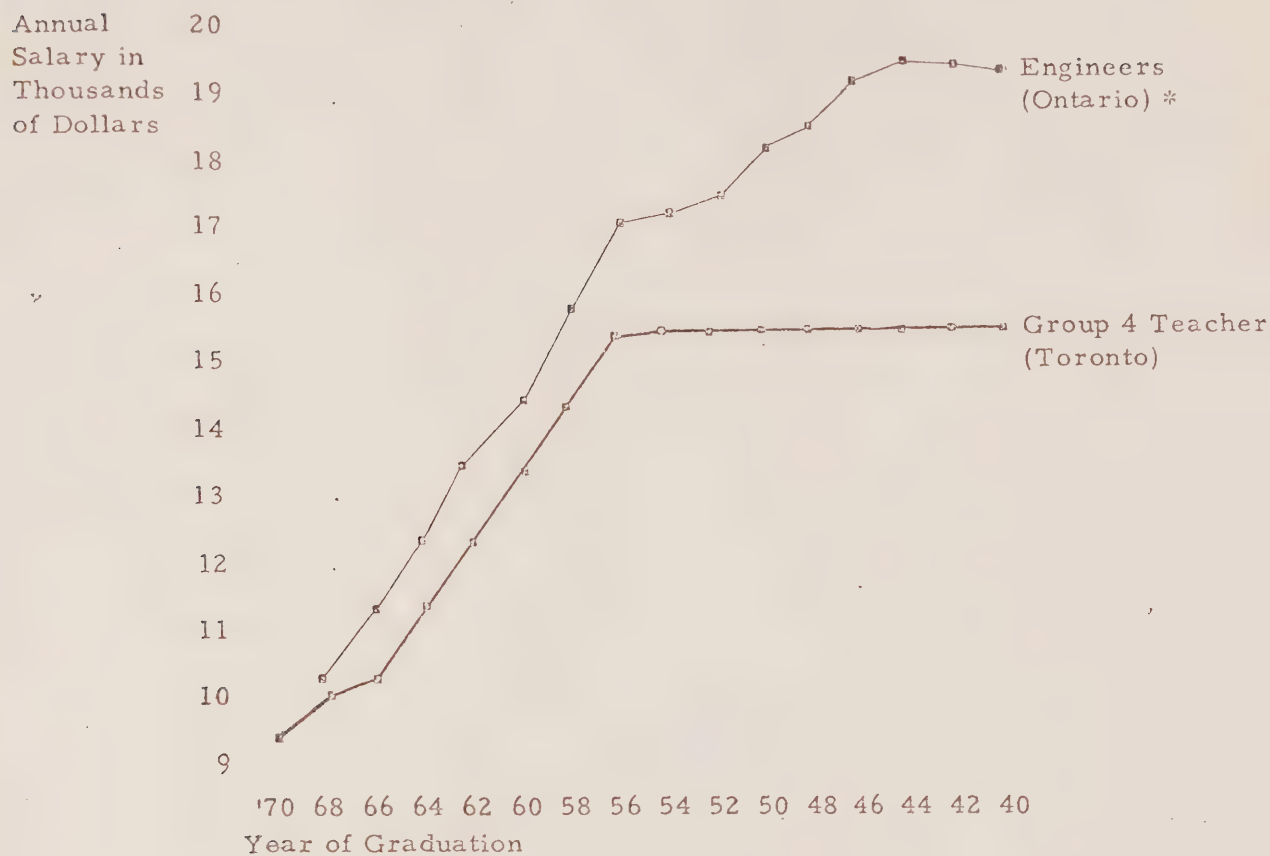
The whole area of educational finance should be looked into. The present regressive nature of the property tax should be changed. Ability to pay and different taxes should be used in the finance of education.

Respectfully submitted



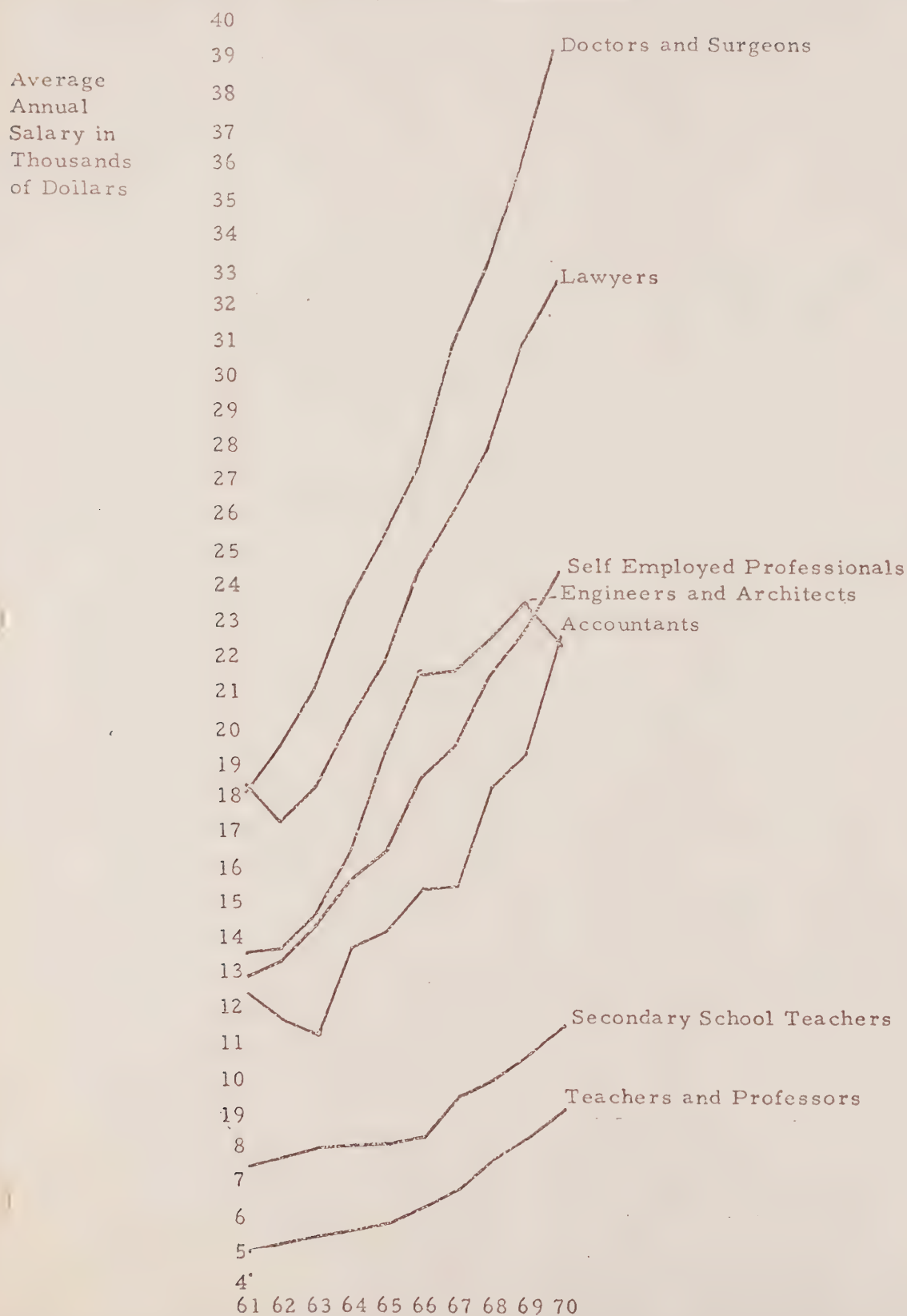
F. de Jong

Graph 1. Median Salaries of Engineers and Teachers, 1971



* Source: A.P.E.O. Membership Salary Survey, 1971

Graph 2. Average Incomes - Selected Occupations



) BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION

Since the submission of the original brief by Mr. de Jong about eight months ago, evidence has continued to be gathered in an attempt to ascertain the relationship between cost and quality in education and the effects of ceilings now in force on Lincoln County.

First of all, it must be said that it is most discouraging for teachers who are trying to be honest, sincere, co-operative and objective in these studies to know that the Minister of Education already has made up his mind. Mr. Wells, in a booklet called A Capsule Report on Ontario Schools, says that once the school budgets were set in 1972, it "became quite clear that the quality of education would not deteriorate in Ontario schools." Later, in that same report, the Minister says, "But there is another level, a higher level, beyond which increased expenditure does not add appreciably to that quality." The Minister calls for "imaginative reallocation of existing resources." The Minister is able to claim to have "evidence [which] suggests that there is definitely plenty of room for curriculum innovation and improvement in the quality of education within the bounds of the budget limits that now exist."

Mr. Chairman, you can appreciate how we teachers feel when we read these remarks in a report dated last May. One might wonder, in the light of such proclamations by the Minister, what on earth we are doing here today and indeed what you are doing here today!

The Secondary teachers of Lincoln County can speak with some authority only about the costs of education in our own County.

We took a school's text book list and compared 64 titles

to 1970 and 1972. Prices were lower, the same and higher, according to the Department's Circular 14 listings. In total, the difference in price was higher by 16.7%. In the same period, the ceilings had risen by 18.1%. The school lists we used did not include English books, but here are some sample prices:

1971-1972

Any title; Swan Shakespeare	1971- \$.90 1972- \$1.10
A Harvest of Short Stories	1971- \$1.65 1972- \$2.25
Hamlet	1971- \$1.50 1972- \$1.95
Rebecca	1971- \$1.15 1972- \$1.65

The Ministry is encouraging the introduction of Canadian studies. Let us suppose that we wanted to introduce a Grade 12 course in Canadian literature.

Choosing a very conventional programme, we might offer:

Morley Callaghans	More Joy in Heaven
Hugh MacLennan's	Two Solitudes
Gabrielle Roy's	The Tin Flute
A selection of prose	Canadian Short Stories
A selection of poetry	Poets of Contemporary Canada
Two Plays	Yesterday the Children Were Dancing Bousille and the Just

Three novels, two plays, prose and poetry -- a fair sampling for a study of our national literature. The cost of these books is \$12.55. If 60 of 150 grade twelve students chose such a course, the cost would be \$753.00 before we consider tapes, records, film, trips, slides, class sets,

higher, according to the Department's Circular 14 listings. In total, the difference in price was higher by 16.7%. In the same period, the ceilings had risen by 18.1%. The school lists we used did not include English books, but here are some sample prices:

1971-1972

Any title; Swan Shakespeare	1971- \$.90
	1972- \$1.10
A Harvest of Short Stories	1971- \$1.65
	1972- \$2.25
Hamlet	1971- \$1.50
	1972- \$1.95
Rebecca	1971- \$1.15
	1972- \$1.65

The Ministry is encouraging the introduction of Canadian studies. Let us suppose that we wanted to introduce a Grade 12 course in Canadian literature.

Choosing a very conventional programme, we might offer:

Marley Collaghans	More Joy in Heaven
Hugh MacLennan's	Two Solitudes
Gabrielle Roy's	The Tin Flute
A selection of prose	Canadian Short Stories
A selection of poetry	Poets of Contemporary Canada
Two Plays	Yesterday the Children Were Dancing
	Bousille and the Just

Three novels, two plays, prose and poetry -- a fair sampling for a study of our national literature. The cost of these seven books is \$12.55. If 60 of 150 grade twelve students chose such a course, the cost would be \$753.00 before materials, tapes, records, filmstrips, slides, class sets, or reference books. The ^{English} budget in one school last year for

All grades and 800 students was \$1,400.00. Does it look as if ^{that is} any justification in introducing this course for 60 people and spending more than half the budget? And is that English department budget to be cut further? We also have courses in ~~communication, mass media and theatre arts,~~ art of film and developmental reading. What is worse, three other subject areas are engaged in curriculum revision a la Ministry of Education's guidelines. Once their courses and text books are obsolete, where does the money come from to buy their new texts? They cannot borrow from English and English cannot borrow from them!

The relationship between cost and quality of education has been studied for eighty years. In 1955, Furno's study showed that the relationship between cost and quality remains even during inflation, but it was also learned in his study that expenditure in any one year is not as effective as expenditure over several years. Miracles do not come with the sudden expansion of school costs. Mr. Chairman, is it dishonest for us to suggest that the converse might also be true, that disasters do not occur overnight? Furno claimed that the optimum time for spending to have real effects was seven to nine years. Surely the Minister's remarks cited in the opening of this brief were not only premature but also unscientific.

Let us look at the effects on Lincoln County in two years. In 1970-71, ^{799 teachers taught 12,116 Secondary} students (based on A.D.E.). In 1972-73, there are 760 teachers for 12,760 pupils. Thirty-nine fewer teachers, 644 more pupils. What will happen in the next five years when secondary school enrolment continually rises --

)
according to the Ministry's statistics?

Not only have teaching positions been reduced. Supplies budgets for schools were cut in 1971 by more than 60%. With these cuts, schools were faced with additional costs: telephone, printing, postage, minor improvements, trucking. With reduced budgets, schools were invited to open their doors to the community and to make available their auditoria, lighting, sound systems, gymnasias and equipment. We do not have equipment budgets any more. If the situation is not bad now, it seems that there is a good chance it will be very bad soon.

Mr. Chairman, would you pass along to the Minister that a man named Woollatt did a cost-quality study in education in 1948. A study of his findings showed that what you get when you spend more is not merely more of the same. After a school has reached a relatively adequate cost level, continuing increase of its expenditures results in the flowering of an emergent type of education. What happens is that new and effective methods of developing character are achieved. Intellectual growth of pupils is more strongly challenged and stimulated. Ability to think and to deal with the experiences of life ~~and~~ beyond the ~~mere~~ ^{mere} acquisition of facts is developed. Special aptitudes and talents that in great variety characterize every vigorous people of history are discovered and developed in individual pupils."

What Woollatt suggests is what Mr. Wells would have us believe is the aim of Ontario Secondary education, or of all education in Ontario. Yet Woollatt is speaking of increased expenditures; the Minister is speaking of cuts in Lincoln County. What increases the government does give us barely keep pace with rising costs and probably fall behind. Whatever merits the ceilings on educational



spending may have across Ontario is simply not true in Lincoln County.

The Minister calls for imaginative reallocation of resources. Tell me, what better is a substitute for meat and that his wife can limit the family budget by serving peanut butter in imaginative ways seven days a week. Then let us hear his brief on the relationship between cost and quality! From one point of view only, the quality is the same.

In conclusion, let us remember that elementary school teachers must be better qualified and therefore are deserving of higher salaries than a few years ago; book prices are ever increasing, so are prices for all supplies and materials. Teacher salaries in Lincoln are not out of line with teacher salaries elsewhere. Students in Lincoln county have enjoyed extra services, individual attention, and enthusiastic teachers constantly striving to make their educational experiences meaningful and rewarding. The secondary teachers of Lincoln County fear that in the next few years, many of the elements which make quality education will be seriously reduced or eliminated should the policy on spending for education continue as it is currently planned for Lincoln County. And let the minister know that too little research is being done to uncover objective facts about cost and quality relationships in education in Ontario. Surely he does not expect the teachers to do that for him too.

Paul Kennedy
Head of English
Laura Secord Secondary School
President: Lincoln Division OSSTF

APPENDIX B

COMPARISON OF 1971 BOOK COSTS
USING 84 TITLES APPEARING ON BOTH LISTS (NO ENGLISH)

	1970-71	1972-73
Year One	46.35	49.05
Year Two	58.15	64.60
Year Three	69.80	77.40
Year Four	68.75	92.55
Totals	243.05	283.60

Percentage Gain - 18.68%

Ceiling Increase - 18.1% in same time span.

Some Studies on Cost-Quality Relationships in Education (U.S.A.)

WYATT BROWN 1932 - 1936

ORRIN FOWLER 1933 rural N. Y.

D. T. FERRILL 1935 Kentucky Schools

LESTER GRIMM 1938 Illinois - elementary

GRACE and MOE 1938 Regent's Inquiry N. Y.

PAUL E. HORN 1933 New Jersey

1934 Maine

1936 Delaware, N. J., Pennsylvania

HORN and FOWLER 1938 Pennsylvania

* Of 57 factors studied, none was more important than money in affecting quality of education. Five others were nearly as important. Money alone explained 1/3 of the difference between poor and good education.

VINCENY 1943 N. Y. State Education Conference Board Study

STRAYER 1945 West Virginia

WELLES 1948 Mississippi

FURNO 1955

BLOOM 1955 48 states

Associated Public School Systems - an affiliate of the Administrative Research Teachers College, Columbia University said:

"But the preponderant evidence of the credible studies emphasizes again and again, the close relation between cost and quality in education. This relation has been investigated by so many research men, over such a long period of time, and under such differing circumstances with such uniform results, that one is forced, in a scientific spirit of skepticism, to question the methods or purposes of any investigation that seems to run counter to the main stream of the evidence."

PRICE LISTS IN SCIENCE SUPPLIES

CENTRIFUGAL FORCE APPARATUS	1970	\$2.10	1972	\$2.75
COLLISION IN TWO DIMENSIONS		3.00		3.20
DYNAMICS CARDS		13.95		15.95
ELECTROSCOPE		3.90		4.75
OPTICS KIT		3.10		4.60
EQUAL ARM BALANCE		5.25		5.75
MICROBALANCE KIT		4.80		5.25
GRADUATED CYLINDERS	10ml.	.95		1.25
	100ml.	1.25		1.75
TEST TUBES (doz.)		.77		.90
BEAKERS, PYREX		.69		.81
CITRIC ACID		1.27		2.22
SODIUM HYDROXIDE		1.45		1.75
LEAD OXIDE		1.70		2.32
SULFURIC ACID (per lb.)		.38		.53
NITRIC ACID		.53		.77
HYDROCHLORIC ACID		.53		.75
MERCURY (per lb.)		15.50		27.00

WILLIAM F

A CANADIAN LITERATURE STUDIES PROGRAM

CHAMBERLAIN--A CANADIAN LITERATURE STUDIES PROGRAM	12.95
FOY--THE CANADIAN LITERATURE	12.95
MACLENNAN--A CANADIAN LITERATURE STUDIES PROGRAM	12.95
CANADIAN STORY STORIES--ED. WEAVER (OXFORD) VOL. 1	12.95
VOL. 11	2.95
POSTS OF CONTEMPORARY CANADA--ED. MANDEL	2.95
CHAMBERLAIN--YESTERDAY THE CHILDREN WERE DANCING	1.75
CHAMBERLAIN--CONCHIE AND THE GUST	1.75
	12.95--13.95

A SUBMISSION TO
THE MC CARTHY COMMITTEE
ON COSTS OF EDUCATION

Our main concern as Home & School people is for the welfare of the child and the best education for each child according to his ability.

The areas of concern we would like the Committee on Costs of Education to look at are as follows:

1. the method of determining the pupil-teacher ratio: that this be changed to exclude from the figures used, all superintendents, consultants, special teachers etc. so that the ratio will show the actual number of students in each classroom under that classroom teacher;
2. the formula required by the Ministry for the number of pupils per available classroom before a school board is permitted to build new schools. (We realize the regulations are to prevent building new schools when classrooms are empty, but the ratio seems high enough to encourage boards to phase out small central neighborhood schools in order to build new ones in the growing suburbs;)
3. the optimum size of schools: although large schools are perhaps more economical, are they in the best interests of the child;
4. the assessment of the value of television in education and the costs involved.

The London & Middlesex Council
of Home & School Associations,
34 Elmwood Avenue East,
London, Ontario.



ONTARIO SEPARATE SCHOOL TRUSTEES' ASSOCIATION
SUBMISSION TO
COMMITTEE ON THE COSTS OF EDUCATION

INTRODUCTION

Our Association is a member of the Ontario School Trustees' Council and as such has taken part in the preparation of the Brief submitted by the Council to your Committee.

We feel however that certain aspects of the question of costs deserve to be re-emphasized.

We also enjoy particular expertise with regard to the separate sector of Ontario's common school system and believe this sector to have problems of relevance to your inquiry.

This brief is based on views from fourteen of our boards, on comments from our directors and on the work of our continuing committee on School Finance.

We should point out also that this brief has been perused by the Federation of Catholic Parent-Teacher Associations of Ontario and enjoys the support of that organization.

This presentation is divided into two parts.

In Part One we will touch on basic goals, bearing on the relative importance of education in our provincial and national life, and the cost of these ideals.

In Part Two we will offer comment on a selected list of regulations which could be made more equitable and discuss two major changes that might ameliorate the financing of schools in Ontario.

PART ONE - COSTS AND IDEALS

We are happy to note that your committee is not only to "review costs" but to do so in relationship to the "aims and objectives...of the educational system."

Yours is not merely an exercise in cost-cutting, it is rather a reassessment to fix the dimension of needs and to promote the efficient and economical use of funds.

WE WOULD HOPE YOUR PRINCIPAL FINDING WOULD BE THAT THERE IS A CONTINUING NEED FOR ADDITIONAL FUNDS IN THE PROMOTION OF ELEMENTARY AND SECONDARY EDUCATION IN THIS PROVINCE.

A. OPTION FOR THE FUTURE

Grumbling about school costs is nothing new. As Justice Meredith remarked in the Supreme Court of Ontario in 1915, "it is not the abolition of public schools, it is their increase, at enormous cost, that is likely to trouble future generations, as it does some of them who are of the present generation." (SCO - 1915 - 34 O.L.R. 624)

In spite of grumbling, Ontario has grown to accept a more progressive view such as that expressed at Arnprior, in 1966 in the name of the then Prime Minister Hon. John P. Robarts: "Every generation in history has had to decide whether to pay for the education of the boy or for the ignorance of the man." Parents have always had to face this choice involving denial of present gratification in the hope of future contentment. Publicly-financed education extends this choice to every ratepayer. We believe that Ontarians are still ready to keep to the high road in facing this option.

This province, the keystone of Confederation, must have an informed and energetic citizenry, without which leadership is impotent in a democracy. We believe that the Economic Council of Canada was and remains right in emphasizing the bond between general education and standards of living. It is increasingly evident that Canada's distinctive future will lie, as that of other middle powers, more in the competence and initiative of its inhabitants than in the growth of massive industrial or extractive economies.

Public support for continued stress on education can also be expected from the hundreds of thousands of immigrants from other provinces and from overseas, who have been welcomed in Ontario and afforded the best in educational service even at great cost. Gratitude is still a valuable asset and these people can be counted on to desire even greater opportunity for their offspring.

It is sometimes said that the era of "quantity" is finished and an era of "quality" is now opening. The problem of providing space and equipment for education has been probably brought under control in Ontario, in a strictly mathematical sense, although a pupil cannot be defined properly as 6 cubic feet of space.

1. The first part of the paper is devoted to a general discussion of the problem of the existence of solutions of the system of equations

which are satisfied by the functions u_i and v_i in the domain G of the plane. It is shown that the system of equations has a solution if and only if the functions f_i and g_i satisfy certain conditions.

2. In the second part of the paper the problem of the existence of solutions of the system of equations is solved for the case when the functions f_i and g_i are continuous and satisfy the conditions

which are satisfied by the functions f_i and g_i in the domain G of the plane.

3. In the third part of the paper the problem of the existence of solutions of the system of equations is solved for the case when the functions f_i and g_i are continuous and satisfy the conditions

which are satisfied by the functions f_i and g_i in the domain G of the plane.

But the implication that "quality" is cheaper than bricks is open to debate. "Quality" means competition with other occupations for talented recruits and better training for personnel. Certainly there can be no harmony between the current cost-cutting trend and the policy of promoting university degrees for teachers. "Quality" translates into professional standing, dignified working conditions, community prestige in addition to income. This is not cheap.

Critics of increased educational cost should also be reminded that this is an indicator of a cheering condition: Ontario has become younger. In 1952, the school age population (5-19 years old) was 1,110,900 out of a total population of 4,788,000 or 23 per cent. In 1970, the proportions were 2,274,800, and 7,637,000 respectively or 29 per cent. While total population moved from 4,788,000 to 7,637,000, an increase of 55 per cent, total school age population moved from 1,110,900 to 2,274,800, an increase of 104 per cent. Secondary education has also been made more widely accessible and special education has offered opportunity to many who would formerly have been condemned to a less useful life.

In an era when time moves so quickly such investment in the future must be maintained, because that future now rapidly becomes the present, and the short-sighted are trapped by their own myopic selfishness.

B. UNFINISHED BUSINESS

EQUAL OPPORTUNITY FOR TWELVE YEARS OF
SCHOOLING TO ENABLE ANY YOUTH TO ATTAIN
A REASONABLE DEVELOPMENT OF HIS TALENTS
AND A BEGINNING OF MATURITY IN THIS
COMPLEX WORLD MUST REMAIN THE GOAL OF COMMON
EDUCATION IN ONTARIO.

At the same time, the amount of unfinished business should prevent any indulgence in a levelling off policy at the present time. It would be unjust to conclude that the major aims of education have been reached when important segments of the community have not as yet been able to benefit equitably from the policy of equal opportunity.

The recent breakthrough with regard to the provision of more adequate educational facilities to Ontarians of French culture is an example. Five years ago public opinion in Ontario was not ready for such

1. The first part of the paper is devoted to the study of the properties of the function $f(x)$ defined by the equation $f(x) = \int_0^x f(t) dt$. It is shown that $f(x)$ is a constant function, and its value is determined by the initial condition $f(0) = 1$.

2. In the second part, we consider the function $g(x)$ defined by the equation $g(x) = \int_0^x g(t) dt$. It is shown that $g(x)$ is a constant function, and its value is determined by the initial condition $g(0) = 1$.

3. Finally, we consider the function $h(x)$ defined by the equation $h(x) = \int_0^x h(t) dt$. It is shown that $h(x)$ is a constant function, and its value is determined by the initial condition $h(0) = 1$.

4. The last part of the paper is devoted to the study of the properties of the function $k(x)$ defined by the equation $k(x) = \int_0^x k(t) dt$. It is shown that $k(x)$ is a constant function, and its value is determined by the initial condition $k(0) = 1$.

5. In the final part, we consider the function $l(x)$ defined by the equation $l(x) = \int_0^x l(t) dt$. It is shown that $l(x)$ is a constant function, and its value is determined by the initial condition $l(0) = 1$.

6. The last part of the paper is devoted to the study of the properties of the function $m(x)$ defined by the equation $m(x) = \int_0^x m(t) dt$. It is shown that $m(x)$ is a constant function, and its value is determined by the initial condition $m(0) = 1$.

enlightened policy. A cut off of progress at that time would have been unwise. Now a great deal of catching up, particularly at the secondary level, is in order, at a cost more considerable than the maintenance of existing services.

WE FEEL THAT CORRECTION OF ANOMALIES
AND INEQUITIES REMAINS TO BE COMPLETED
WITH REGARD TO THE SEPARATE SECTOR OF
THE PUBLICLY-SUPPORTED SCHOOL SYSTEM,
ALSO.

The relative position of separate schools vis-a-vis the public elementary schools has undoubtedly improved revenue-wise in the last decade, especially under the so-called Foundation Plan. If costs had been frozen in 1962 in the fond belief that the educational system had reached an apex, that now obviously laudable plan would have remained unthinkable. Since then per pupil costs in separate schools based on average daily enrolment, have risen from \$254 to \$663 (unofficial) in 1970. That is 261 per cent. The comparable public elementary figures are \$354 and \$719 (unofficial) that is 205 per cent. The ratio between separate and public costs however still remains uneven, at 92 per cent, or more concretely a differential of \$56 per pupil.

It should be noted also that the relative share of local taxes raised by separate and public boards province-wide has remained approximately the same whereas local levies of separate boards have increased (1963-1969) from \$25,961,519 to \$49,985,000 or 192 per cent, and local levies of public boards have increased from \$191,509,116 to \$365,409,000 or 191 per cent.

Obviously lack of adequate finances at the board level depends on factors not peculiar to separate schools but a wide deviation between two publicly-supported systems constitutes a specific problem which cannot be avoided in the study of costs.

The disparity is even greater than appears from the customary figures because the public system embraces kindergarten to eight pupils while the separate also includes elementary nines and tens, numbering 22,580 pupils in September 1971 in a total enrolment of 422,137. An analysis of the available data for 1970 would indicate that the per pupil cost of \$663 mentioned above for 422,000 pupils includes \$10 per pupil of additional expenditure to cover added costs of Grades nine and ten, so that the separate k-to-eight per pupil cost would be rather \$653, a disparity of \$66 as compared to the other system.

We must point out here that the so-called "equal effort" grant system has not as yet solved the problem of disparity between public and separate boards occupying fairly similar territory. Although a separate board may find itself in about the same financial situation as a public board located elsewhere in the province, its comparative lack of assessment vis-a-vis its co-habitant public board places it in a strait-jacket. It usually has to face very similar requirements in the line of salaries and other costs but its mill rate cannot raise as much locally generated funds as that of its neighbour and it thereby forfeits access to comparable grant money. (See Part Two, Section A and Section C) There is no reason why in general separate ratepayers should have to pay a mill rate higher than that of the comparable public board for operating expense. Some kind of compensatory grant must intervene if situations of this kind are not to frustrate provincial equalization policies.

Here again the overriding importance of aims and objectives enters into the picture. If Ontario had no historical or constitutional character, if "product delivery" were the only criterion of education or of health for that matter, the system would soon be reduced to the inhuman process of the assembly line. History and constitution have given rise to and sustain separate schools as part of public education; equity and administrative fairness determine the level of service they offer to those who opt for them.

The present Prime Minister summed up this attitude in commenting on proposed extension of separate schools in 1971. Although opting for a policy of non-denominational secondary education he explicitly ruled out cost as an argument against the separate school claim. At that time, of course, the legitimacy of the separate system up to (former) Grade 11, was confirmed.

The adequate financing of these grades remains therefore a continuing claim on costs in Ontario with its indirect effect of placing both public and separate schools on the same footing within their respective spheres of work.

C. PROVINCIAL INITIATIVE

ONCE A GLOBAL OVERVIEW OF THE REASONABLE
DIMENSIONS OF NEEDED EDUCATIONAL FINANCING
IN ONTARIO HAS BEEN WORKED OUT, IN THE
LIGHT OF PUBLICLY-SUPPORTED AIMS AND GOALS,

WE WOULD EXPECT THE MINISTER OF EDUCATION
WITHIN THE CABINET AND IN THE PUBLIC
FORUM TO WAGE ENERGETIC WARFARE TO OBTAIN
A DUE SLICE OF PROVINCIAL FUNDS AND TO
MAINTAIN EDUCATION AS A PROVINCIAL PRIORITY.

In this connection our boards have pointed out that many services being required of educational authorities today should be charged to another sector of public service, such as health, welfare, citizenship, parks and recreation, community development, transportation, etc. The example should be given at the top in the Provincial Cabinet.

A further question of this nature arises from the proliferation of school services formerly reserved to the domestic or private sector, such as sex instruction, drug and alcohol facts, driver training, consumer skills, language "immersion". The province must be sure this development corresponds to public demand and that the corresponding increase in costs is taken into account in understanding school budgets.

The Minister should also remind Ottawa of costs which contribute to the advantage of the entire country. Bilingualism is one example. But all provincial education has a nation-serving element and we urge the committee not to overlook this factor. Cost-sharing programmes rarely redound to the immediate benefit of Ontario, but at least strong criticism of unnecessary Federal spending might help relieve the taxpayer's burden from that direction and better dispose the same taxpayer towards expenditures for education within the Province.

Finally the old problem of the respective proportion of provincial and local responsibility for school costs must be re-examined.

It is not easy to remember today that at one time all school finances came from local sources. The province today aims at an average of 63.5 per cent of operating cost support, but it still has not attained perfect equality between the great variety of boards, affected as they are by standards of living, isolation, density, growth, stagnation, remnants of systems from the recent past.

Although uneasy about the excessive emphasis on school budgets which now seems in fashion, we recognize that in the end, the convictions of ratepayers at the provincial and the local level will set the dimensions of the community's educational commitment. In this

ongoing debate the developing viewpoints of the local and provincial authorities certainly exercise a moderating influence, as each in turn resists or encourages funding, in the name of their respective supporters.

We feel that Ontario has a particular advantage on this score in the diversified nature of its publicly-supported system. Centralization obviously has much to recommend it in terms of efficiency and specialization but it also may lead to rigid monopoly, destructive of initiative, of criticism, of change.

The public and separate school sectors of the provincial system add another dimension of variety to the advantages of distinct provincial and local jurisdictions: Comparisons are thus invited, emulation promotes progress, an element of public option is preserved. In the long run, the occasional duplication in the material sense is amply counterbalanced by the pedagogical and civic plusses. In a word, "quantity" is subjected to reasonable control, but "quality" remains wisely and fruitfully pre-eminent.

ANY CATALOGUE OF CONTINUING UNSOLVED PROBLEMS MUST INCLUDE A WORD ABOUT THE INDIAN AND METIS POPULATION OF THE PROVINCE. MUCH REMAINS TO BE ACHIEVED IN THIS AREA AND, UNTIL IT IS DONE, NO CEILING ON COSTS CAN BE JUSTIFIED.

- CONCLUSION -

The challenge of the future being prepared today, the continued stimulus of unattained goals, the respective convictions of provincial and local leaders all suggest that education must continue to retain the highest priority in the allocation of public funds in Ontario.

(END OF PART ONE)

PART TWO - THREE PROBLEM AREAS

In view of our association with the brief of the Ontario School Trustees' Council, we have decided to limit ourselves to three areas in our comment on specific problems affecting costs. For practical reasons we may consider them as emphasizing present, past, and future situations respectively.

In the first part of this presentation we have alluded to the "unfinished business" of separate school equality as a major concern. The three points developed in this part not only represent more concrete and immediate applications but also affect the financing of public schools.

We direct your attention first of all to the question of Ceilings and Weighting Factors. Secondly we submit a comment on accumulated fiscal burdens. Thirdly we suggest a major shift in the pattern of assessment for school purposes.

A. THE PRESENT: CEILINGS AND FACTORS

Recent financing of education has been marked by the imposition of ceilings on expenditure, mitigated somewhat by adaptation to special circumstances through the use of weighting factors.

Without distinguishing between ordinary and extraordinary expenditures, it is clear that a ceiling on grants represents a much more acceptable exercise of provincial responsibility than a ceiling on expenditure. In distributing grants the province acts as an interpreter, expressing the popular attitude towards educational cost in general and towards the provincial share of local costs.

The imposition of a veto on expenditures is another matter and can only be accepted as a temporary measure while more efficient controls are regularized. If the practical veto is justified by the fact that some boards have excessive assessment and through extravagance build up school costs in general, some other type of supervision should be worked out.

IF A BOARD IS EXTRAVAGANT THE NORMAL
PROCEDURE IS FOR THE LOCAL RATEPAYER
TO INTERVENE. IT IS ABNORMAL THAT THE
PROVINCIAL GOVERNMENT SHOULD CONSIDER

ITSELF AS REPRESENTING LOCAL OPINION IN CLAMPING CONTROLS ON EXPENDITURE BEYOND GRANT. IN THE LONG RUN THIS COULD DEPRIVE LOCAL BOARDS OF RESPONSIBILITY AND LEAD TO AN ASSEMBLY-LINE TYPE OF EDUCATIONAL ORGANIZATION, BUREAUCRATIZED AND COMPUTERIZED TO THE EXCLUSION OF LOCAL PARTICIPATION.

A suggestion put forth in a latter part of this brief may be a more practical way of facing the problem of the excessively endowed board through broader sharing in the major source of local revenue. (See Part II, Sect. C)

In any event a more precise remedy should be forthcoming than veto power over every board. Perhaps it should apply only to boards whose assessment exceeds a given percentage of the average equalized assessment per child in the province.

Obviously ceilings on expenditure do oblige boards to choose more carefully in distributing available funds between various types of programmes.

The introduction of weighting factors on both grant and expenditure ceilings, restores a degree of flexibility to a control which otherwise might become too stifling. Insofar as the choice and dimension of factors reflects the programmes preferred by boards, a degree of local autonomy remains in the picture. However the final word still remains with the province.

As long as this area of decision is subject to annual revision based on experience and on free dialogue, it is probably a practical way of facing developing situations and various local problems. Otherwise local autonomy would be constantly threatened and with it, in the long run, the degree of popular interest and support without which progress in education is eventually halted.

In this light we submit the following observations on present policies regarding ceilings and factors:

1.) Ordinary Expenditure Formulas

The percentage rate of grant on Ordinary Expenditure is determined by the following formula:

100 - (36.5 X assessment index) where the assessment index is equal to the
"Equalized Assessment per Weighted Pupil in 1972"

\$48,500.00

This means that a board with an equalized assessment per weighted pupil in 1972 of \$48,500.00 would have an assessment index of 1 and thus would be eligible for a percentage rate of 63.5 on its ordinary expenditures (up to a maximum on the latter of \$595.00 multiplied by its grant weighting factor.)

A board with half that equalized assessment (of the average board) per weighted pupil in 1972, namely \$24,250.00, would have an assessment index of 0.5, and it would have a percentage rate of 81.75. Likewise a board with twice that equalized assessment (of the average board) per weighted pupil in 1972, namely \$97,000.00 would have an assessment index of 2, and it would have a percentage rate of 27.

As a consequence of this, the cost to the boards per pupil, in dollars, in the three examples mentioned above would be respectively

(average board)	1.	595.00 X 36.5%	\$217.17
(poorer board)	2.	595.00 X 18.25%	\$108.58
(richer board)	3.	595.00 X 73%	\$434.34

and each board would need a mill rate of 4.47 EQUALIZED MILLS to pay its portion of the cost on ordinary expenditures (assuming each board spent \$595.00 and had a grant weighting factor of 1.0). The factors in the percentage formula that bear watching each year and that are relevant as far as the boards are concerned are:

(a) 36.5% figure - as the costs to the boards climb each year, this figure should gradually decline as it did from 1971 to 1972, namely from 40 to 36.5;

(b) in calculating the equalized assessment in each municipality under a board's jurisdiction, the boards must carefully scrutinize the assessment equalizing factors set by the Department of Municipal Affairs. By lowering the assessment equalizing factors on a province-wide basis in any given year, the government could effectively increase the equalized assessment accruing to boards across the province and the boards would then have a larger assessment index and thus a lower percentage rate on ordinary expenditure and extraordinary expenditure.

(c) likewise the provincial average of equalized assessment per weighted pupil (\$48,500.00 in 1972; \$44,500.00 in 1971) must be a realistic figure and must bear a direct relationship to the province wide increase in assessment. If this figure (\$48,500.00) does not

increase at the proper rate then boards across the province will have a higher assessment index, and a lower percentage rate than is justifiable;

(d) the assessment index also is influenced by the grant weighting factors applicable to ordinary expenditures. As these factors increase, the assessment index becomes smaller and the percentage rate is increased. For instance, if in any given year in the future the government eliminates one or all of these weighting factors without increasing the grantable ordinary expenditure ceiling, then there would be a drastic drop in the percentage grant rate on ordinary expenditure.

2) Ordinary Expenditure Changes

The change in the grant ceiling on ordinary expenditures from \$545.00 in 1971 to \$595.00 in 1972 represents a 9.1% increase. The proposed change from \$595.00 in 1972 to \$630.00 in 1973 represents a 5.9% increase.

IT WOULD APPEAR AT THE MOMENT, IN VIEW OF THE DIFFICULTIES THE BOARDS ARE HAVING TO BALANCE THE 1972 BUDGET WITH A 9.1% INCREASE IN THE GRANT CEILING, THAT IT WILL BE ALMOST IMPOSSIBLE TO BALANCE THE BUDGET IN 1973 WITH A 5.9% INCREASE IN THE GRANT CEILING. WE RECOMMEND THAT THE PROPOSED GRANT CEILING ON ORDINARY EXPENDITURE FOR 1973 SHOULD BE SET AT \$640.00 WHICH REPRESENTS A 7.6% INCREASE.

The grant ceiling on ordinary expenditure for an elementary pupil is \$595.00 compared to \$1,100.00 for a secondary pupil. It is the feeling of the majority of separate school boards that this percentage (54.1%) should soon approach 66% if only because of the fact that the qualification required for elementary teachers is rapidly approaching that required for secondary teachers. An unjust limitation on ordinary expenditures that applies to a good percentage of poorer elementary boards is the one that limits to \$60.00 the increase in the 1972 ceiling from the 1971 ceiling. This limit has been one of the factors that has prevented about 50% of the separate school boards from reaching the 1972 ceiling of \$595.00.

WE RECOMMEND THAT THE FIXED AMOUNT BY WHICH INCREASED CEILINGS ARE LIMITED FROM YEAR TO YEAR BE ELIMINATED IN 1973.

3. Weighting Factors

The present grant weighting factors do not provide a fair distribution of the funds available for this purpose as only a small percentage of boards qualify for these factors.

Where a weighting factor is limited to boards providing above a certain level of a service, we would propose to eliminate the qualifying level that is necessary to become eligible for the weighting factor. As an example, at the present time in order for a board to qualify for the special education weighting factor it must have more than 5.75% of its total elementary teachers in special education and auxiliary work.

We recommend

- (i) THAT ANY PERCENTAGE SHOULD QUALIFY A BOARD FOR THIS WEIGHTING FACTOR AND THAT A SLIDING SCALE COULD EASILY BE WORKED OUT TO SOLVE THIS. AS AN EXAMPLE, EACH 1% LEVEL OF SPECIAL EDUCATION TEACHER AND AUXILIARY PERSONNEL IN THE TOTAL TEACHING STAFF WOULD BE REFLECTED IN A WEIGHTING FACTOR OF .0025 WITH A MAXIMUM FACTOR OF 0.3.)
- (ii) THAT THE DATA USED TO DETERMINE THE FACTORS SHOULD RELATE TO THE CURRENT YEAR OF OPERATION AND NOT BE ONE OR TWO YEARS OLD.
- (iii) THAT WEIGHTING FACTORS CONTROLLING DISTRIBUTION OF THE FRENCH LANGUAGE GRANTS BE AMENDED TO ELIMINATE THE FOLLOWING UNFAIR PROVISIONS:
 - (a) Where French is the language of instruction a pupil taking 5 or more subjects in French qualifies for vastly different grants depending upon the school in which he is enrolled. (e.g.)
 - in an elementary school the factor is 1.05
 - in an elementary school, grades 9 & 10, the factor is 1.05
 - in a secondary school, grades 9 or 10, the factor is 1.1

Obviously this is rank discrimination against a grade 9 or 10 pupil under an elementary school board.

- (b) Many elementary boards were unable to qualify for the French Language weighting factor in 1972 because their ordinary expenditures or ordinary expenditure ceilings were not high enough to make them eligible for this weighting factor even though they were operating the same French Language programme as in the preceding year.

B. PAST: ACCUMULATED BURDEN

A survey of 37 separate boards in 1971 has shown that all but six of them were unable to spend up to the ordinary expenditure grantable ceiling, because an excessive amount of their revenue was taken up to cover unapproved or unrecognized extraordinary expenditures accumulated from past years. It is probable that the same causes have affected public boards in the same way.

According to our analysis of present regulations the sum of ordinary expenditure and of recognized extraordinary expenditure of a board should be covered by an equalized mill rate of 4.78, a reasonable figure. The following steps will show how this acceptable schedule is frustrated at the present time and how it can be made to function more satisfactorily.

1.) Standard Procedure

There are two percentage rates applicable to recognized extraordinary expenditure.

From \$0.00 to \$60.00 of 1972 recognized extraordinary expenditure per September, 1971 resident internal and resident external pupil the percentage rate is $100 - (25 \times \text{Assessment Index}) \times 1972 \text{ Grant W.F.}$

Over \$60.00 per similar pupil the percentage rate is $100 - (5 \times \text{Assessment Index}) \times 1972 \text{ G.W.F.}$

As an example an average board with an assessment index of 1.0 and a G.W.F. of 1.0 and a recognized extraordinary expenditure per pupil of \$60.00 would have a percentage rate of grant and the grant calculated as follows:

$$\begin{aligned} & \$60.00 \times 1.0 \text{ (G.W.F.)} \times 100 - (25 \times 1.0 \text{ (A.I.)}) \\ & = \$60.00 \times 75\% = \$45.00 \text{ per pupil.} \end{aligned}$$

Similarly a poorer board with a comparable expenditure and an assessment index of 0.5 would have a percentage rate and a grant calculated as follows:

$$\begin{aligned} & \$60.00 \times 1.0 \text{ (G.W.F.)} \times 100 - (25 \times 0.5 \text{ (A.I.)}) \\ & = \$60.00 \times 87.5\% = \$52.50 \text{ per pupil.} \end{aligned}$$

Likewise a richer board with a comparable expenditure and an assessment index of 2.0 would have a percentage rate and a grant as follows:

$$\begin{aligned} & \$60.00 \times 1.0 \text{ (G.W.F.)} \times 100 - (25 \times 2.0 \text{ (A.I.)}) \\ & = \$60.00 \times 50\% = \$30.00 \text{ per pupil.} \end{aligned}$$

The amount per pupil charged to the local taxpayer in each of the above examples would be:

Average Board	-	\$ 15.00
Poorer Board	-	\$ 7.50
Richer Board	-	\$ 30.00

Converting this taxpayer's portion listed above to equalized mills one finds that the cost in each case to the taxpayer is .31 equalized mills. Similarly for recognized extraordinary expenditure above \$60.00 per pupil the cost to the taxpayer is about .01 equalized mills for each \$10.00 expenditure above \$60.00.

Thus we can see that all boards irrespective of their assessment wealth (but with a weighting factor of 1.0) spending \$595.00 on ordinary expenditure and spending \$60.00 per pupil of recognized extraordinary expenditure would have an equalized mill rate of $4.47 + .31 = 4.78$ mills.

2.) Below Standard Result

This would seem like a reasonable mill rate to be charging to the taxpayers across the province but a survey of separate school boards in 1971 revealed that only one board out of 37 boards reporting had an

equalized mill rate of 4.78 mills or less. Further studies revealed that only six of the 37 boards were spending above the grants ceiling of \$545.00.

The main reason that the boards were charging their taxpayers more than the 4.78 mills was the fact that all the boards had amounts of unapproved or unrecognized extraordinary expenditures. In some cases close to 50% of the mill rate was being used to pay off these unapproved extraordinary expenditures.

As a result the boards were unable to spend money on their ordinary expenditures, if they wished to remain competitive mill-rate wise with their public school counterpart.

This led to a large percentage of the boards being far below the grantable ordinary expenditure ceilings.

The main reasons for these accumulations of unapproved extraordinary expenditures are:

- i) Poor financing by the smaller board prior to the formation of the larger units of administration - January 1, 1969.
- ii) Inability of the boards to build new schools within grant ceilings.
- iii) Inability of the boards to run their transportation programmes within approved amounts.

3.) Proposed Remedy

Because the boards will have these unapproved costs hanging over their heads for many years to come we would recommend that:

ALL UNAPPROVED EXTRAORDINARY EXPENDITURES OUTSTANDING AS OF THE 31ST OF DECEMBER 1972 SHOULD BECOME GRANTABLE IN 1973 PROVIDED THAT NO FURTHER UNAPPROVED EXTRAORDINARY EXPENDITURES ARE ALLOWED AFTER THIS DATE. (DECEMBER 31, 1972) (FOR EXAMPLE NO NEW SCHOOLS COULD BE BUILT UNLESS THEY ARE BUILT WITHIN APPROVED COSTS)

C. RATIONALIZING ASSESSMENT

One of the major causes of difficulty in equalizing revenue and ultimately costs between boards sharing similar boundaries is the disproportion between them in their access to non-personal assessment, mainly corporations.

The imbalance between residential and farm, on one hand, and corporation assessment on the other hand has been amply publicized with regard to separate schools but, as Hon. John Robarts noted when unveiling the Foundation Tax Plan, February 23, 1963, a comparable situation also plagues a number of public boards.

Various attempts at equalization have been made but we wish to stress here the thinking of the Ontario Committee on Taxation, 1967. That body felt the imbalance to be detrimental to sound financing in that some public boards were reaping a "windfall" of superabundant resources from this source which does not carry equivalent power at the polls. Dependence on the resources of ratepayers with voting powers would introduce a more direct accountability into educational financing.

It could be argued also that in the increasingly complex world of Canadian economics, provincial intervention on the level of larger commercial establishments must be increased in the light of province-wide benefit and good citizenship.

For these reasons we direct attention to the two key recommendations of the (Smith) Committee, on this point, as follows:

IN EACH MUNICIPALITY, THE ASSESSMENT OF CORPORATIONS THAT CANNOT UNDER THE ASSESSMENT ACT DIRECT THEIR TAXES FOR SCHOOL SUPPORT BE SEGREGATED INTO A DISTINCT ALLOTMENT TAXABLE BY PUBLIC AND SEPARATE SCHOOL BOARDS IN EXACT PROPORTION TO THE RELATIVE PUPIL ENROLMENT OF THE BOARDS. (20:4)

THE ELEMENTARY SCHOOL MILL RATE LEVIED IN ANY GIVEN YEAR AGAINST THE CORPORATION ASSESSMENT ALLOTMENT BE THE LOWER OF THE PUBLIC OR SEPARATE SCHOOL MILL RATE APPLICABLE WHERE THE PROPERTY IS SITUATED. (20:5)

1.) TOWARD CONSENSUS

The Ontario Separate School Trustees' Association studied these recommendations at that time and reported, that because of hoped-for changes in the Corporation Tax Adjustment Grant, it felt that time was not opportune to push for these recommendations.

However in the 5 years since that report educational costs have soared and the government is now looking for ways and means to obtain better returns for the educational dollars. Secondly the hoped-for changes in the Corporation Tax Adjustment Grant did not take place and this grant disappeared from the Grant Regulations. Thirdly we believe very strongly that unless the competitive positions of the two boards in each municipality are relatively close then cost savings resulting from competition will not occur.

It is our feeling that competition is perhaps the major factor in cost savings that has been neglected over the years because the poorer boards have never been in a position to compete with the wealthier boards.

2.) PRACTICAL PLAN

WE WOULD RECOMMEND THAT ACCORDING TO THE GRANT REGULATIONS FOR THE APPROPRIATE YEAR BEGINNING IN 1973, ALL CORPORATION AND COMMERCIAL SCHOOL TAXES BE PAID TO THE TREASURER OF ONTARIO TO BE REDISTRIBUTED THROUGH THE ONTARIO FOUNDATION TAX PLAN TO ALL THE BOARDS IN THE PROVINCE ACCORDING TO THEIR NEEDS AS DETERMINED BY THEIR RESIDENTIAL AND FARM ASSESSMENT.

The mill rate to be levied against the corporation and commercial assessment in any given year for elementary school purposes would be the average of the public and separate school rates applicable where the property is situated.

For secondary school purposes the mill rate to be levied against the corporation and commercial assessment could be determined by averaging the secondary school levies on residential and farm assessment across the province.

3.) ADVANTAGES

By redistributing the corporation and commercial taxes as outlined above, the trustees (for both elementary and secondary schools) would be much more responsible to their electorate for monies to be raised for school purposes.

School boards within a community at the elementary level and from community to community at the secondary level would tend to be much more competitive as they would have equal amounts of revenue per pupil unless they were prepared to set higher mill rates than their nearest competitor(s).

All in all economy would be much more prevalent in school spending across the province.

(END OF PART TWO)

SUMMARY OF RECOMMENDATIONS

1. There is a continuing need for additional funds in the promotion of elementary and secondary education in this province. (p.2)
2. Equal opportunity for twelve years of schooling to enable any youth to attain a reasonable development of his talents and a beginning of maturity in this complex world must remain the goal of education in Ontario. (p.3)
3. Correction of anomalies and inequities remains to be completed with regard to the separate sector of the publicly-supported school system. (p.4)
4. We would expect the Minister of Education within the Cabinet and in the public forum to wage energetic warfare to obtain a due slice of provincial funds and to maintain education as a provincial priority. (p.6)
5. Any catalogue of continuing unsolved problems must include a word about the Indian and Metis population of the province. Much remains to be achieved in this area, and, until it is done, no ceiling on costs can be justified. (p.7)
6. It is abnormal that the provincial government should consider itself as representing local opinion in clamping controls on expenditure beyond grant. If a board is extravagant the normal procedure is for the local ratepayer to intervene. (p.9)
7. The proposed grant ceiling on ordinary expenditure for 1973 should be set at \$640 which represents a 7.6% increase. (p.11)
8. The fixed amount (\$60) by which increased ceilings are limited from year to year should be eliminated in 1973. (p.11)
9. A sliding factor be used rather than a qualifying level in calculating such weighting factors as special education. (p.12)
10. Current operation figures should be used in the calculation of weighting factors. (p.12)
11. Unfair requirements for French weighting factor should be removed to eliminate discrimination against the elementary 9 and 10 and against boards unable to reach ceilings. (p.12)

12. Accumulated unrecognized and unapproved extraordinary expenditures should be grantable as of December 31, 1972. (p.15)

13. Corporation and commercial school taxes should be paid to the treasurer of Ontario and redistributed through the Ontario Foundation Tax Plan to all boards according to need. (p.17)

GENERAL CONCLUSION

In this final word we should like to stress again that appraisal of cost is a relative exercise in public affairs. As another commission (Wright) has recently pointed out, costs in education depend ultimately on popular conviction. In time of peace, defense has little priority, in time of war, it calls on the entire power of the country and plumbs unknown depths of generosity. As we have indicated, we believe that education in Ontario, while not in a crisis situation, still deserves high priority and will be publicly supported at that level.

We feel that a word of caution is in order. At one time in what seems to be the distant past, it was tempting to set goals for schooling and then indulge in a degree of appraisal. The mentality which created the student's "report card" penetrated the entire operation. Today many are striving to apply yardsticks in similar fashion, usually with a view to indicating dissatisfaction. But education for today and tomorrow has changed radically. The school is one of many factors in education and it must be in the current of life, where immutable standards must be few to be believable. Youth must be enriched with the past but in order to live in the present and create the future. This type of education requires faith, not so much in the product being handed on, as in the persons receiving it. We prefer an optimistic approach, placing confidence in our descendants and in their ultimate choices. It is an exercise that demands a sophisticated and complex educational apparatus, the best we have in technique and personnel.

But it is not a savings account, it is an investment in newness, in exploration, in development, in people. The cost of education today must be measured by our vision of tomorrow.

1. The first part of the paper is devoted to a discussion of the general principles of the theory of the structure of the atom.

2. The second part is devoted to a discussion of the general principles of the theory of the structure of the atom.

3. The third part is devoted to a discussion of the general principles of the theory of the structure of the atom.

4. The fourth part is devoted to a discussion of the general principles of the theory of the structure of the atom.

5. The fifth part is devoted to a discussion of the general principles of the theory of the structure of the atom.

6. The sixth part is devoted to a discussion of the general principles of the theory of the structure of the atom.

7. The seventh part is devoted to a discussion of the general principles of the theory of the structure of the atom.

BRIEF TO THE
COMMITTEE ON THE COSTS OF EDUCATION

PRESENTED BY

THE ONTARIO ASSOCIATION OF SCHOOL BUSINESS OFFICIALS

APRIL, 1972

The Ontario Association of School Business Officials was formed in 1944 as a section of the Ontario Urban and Rural School Trustees Association.

In 1958 it discontinued the direct relationship with the O.U.R.S.T.A. At present, membership is open to any person employed full time as a business official with a school board in Ontario. The present membership is about 600.

Included in the membership are business officials from all of the Boards of Education in Southern Ontario, and most of the Boards of Education in Northern Ontario. The majority of the Separate School Boards including all but one of the larger Separate School Boards have officials who are members of the Association.

This brief has been prepared by the Executive of the Association after inviting suggestions from the membership.

1. IMPLICATIONS OF CEILINGS

This Association recognizes the necessity of controlling educational costs. We believe that all personnel involved in the operation of school systems must carefully examine objectives and costs, and develop priorities to meet these objectives.

We favour the principle of total spending ceilings rather than provincial control of salaries and the number of staff members employed. Boards will be able to meet the needs of pupils most effectively if left unfettered by regulations which might more directly control the management of the schools.

The new system of weighting factors is a step toward making the ceilings more responsive to the needs of pupils and the recognition of varying cost patterns in the various jurisdictions. We feel however, that much more must be done to make these factors more responsive to local needs. In the long term we favour criteria related to determining needs for special consideration, like the factor related to compensatory education rather than a factor related to actual programs being offered, such as used for the Special Education factor. Factors related to a particular method of organization will tend to dictate the methods by which boards solve problems. As an example factors related to the number of identified special education teachers will encourage Boards and officials to organize for special education with segregated classes which may or may not be the most efficient method.

A glaring inconsistency in the calculation of weighting factors is the provision of a sparsity factor for secondary schools and no similar treatment for elementary schools.

The problems resulting from sparsity of population at the elementary school level are even more severe than at the secondary school level, inasmuch as it is not reasonable

to subject very young children to long periods on buses. It is impossible to provide anything like equality of educational opportunity in the sparsely populated areas at the same cost as in areas of concentrated population. A factor related to the number of pupils per square mile of territory in the school division would encourage boards to provide better services. A factor related to the size of existing schools would no doubt encourage boards to keep small schools open, which may be desirable from a community school point of view, but would tend to perpetrate inefficient groupings of pupils in a time of decreasing enrolment. While it is difficult to provide supporting data on a province-wide basis, we feel that the ceilings are more stringent at the elementary school level than at secondary. The secondary school teachers have been able to improve conditions of work more quickly than their elementary colleagues. The ceilings have tended to perpetrate a "have" and "have-not" situation between the two panels. We question whether the elementary school ceilings for 1973 are high enough to avoid serious damage to some programs.

2. TRANSPORTATION APPROVALS

We would suggest a somewhat different approach to the control of transportation costs than is presently being used. The present system requires the submission of numerous forms which consume many hours of administrative time to complete. The data collected in the process is interesting but, it is not very useful. An alternative would be for the Department of Education to employ a small staff of knowledgeable persons in the field of transportation who would carry on research, advise and assist boards, and establish ceilings based on transportation needs, rather than the number of student miles of travel.

3. GRANTS ON THE PURCHASE OF LAND

The present grant structure recognizes the lesser of the equalized assessed value or the purchase price on the acquisition of lands. Because of the limitations of equalization factors as currently used, and the lag in re-assessment of land, it would be more equitable to recognize the amount paid for grant purposes.

4. EQUALIZED ASSESSMENT AS A MEASURE OF WEALTH IN CALCULATING GRANTS AND THE EFFECT ON APPORTIONMENT

The present method of establishing equalized assessment is at the best an approximation of the ability of a municipality to pay education costs. It assumes the value of all property in a municipality is related to the value of property that is sold in the same municipality. The present system of factors is not sufficiently reliable as a method of establishing the assessment wealth of a municipality. This is a significant problem in small municipalities which would have relatively few sales in any one year.

A related problem is the calculation of apportionment schedules to determine the share of levy borne by each municipality. Present regulations are such that an error in the assessment data for any one municipality results in the calculations having to begin again, for the share of all municipalities. In school divisions with numerous municipalities, this has resulted in many frustrating hours of administration time for both board officials in preparation, and for department officials in checking these calculations. An apportionment system based on millrates, and a move to accounting for a surplus or deficit for the board rather than an over or under levy for each municipality would greatly reduce the cost of these calculations.

4.

The subject is complex and can only be resolved after intensive study and various alternatives to the present apportionment system of all the factors affecting the sale of properties. It is suggested that the Committee on the Costs of Education study the problem of equalized assessment with a view of developing a more satisfactory solution.

5. PROVIDING COMPARATIVE COST DATA

We commend the Department of Education for the recent move to provide comparative cost data to Ontario School Boards (Memorandum 1971 - B9). If this can be expanded using the broad Uniform Code of Accounts, introduced in 1969, various boards will be able to make meaningful comparisons to other boards operating under similar conditions.

The leadership of the Department of Education in establishing a committee to consider the matter of Program Budgeting, has the support and encouragement of this Association.

6. REGIONAL OFFICES OF THE DEPARTMENT OF EDUCATION

In the opinion of many of our members, the policy of the Department in directing administrative problems through the regional offices, leads to delay, confusion and misunderstanding of board problems at the provincial level, and vice-versa. Regional Office personnel are unable to make decisions on anything but the most trivial matters and have tended to develop a role of preparing and checking statistics. We do not wish our position to be viewed as a lack of respect for the competence of regional office personnel, rather we suggest that the role is inappropriate. We would suggest a move towards centralization of business procedures of the department except for smaller boards who require assistance in preparation of budgets and forms.



7. ENROLMENTS - KINDERGARTEN CHILDREN

Present regulations allow only for full-time or half-time Kindergarten children. In some divisions where it is not practical to send children to Kindergarten on a half day basis, two alternative methods are therefore used; one is an alternate day in which the children go to Kindergarten three full days out of 5, or 60%; the other is a three entry system where children enter Kindergarten at September, January, or April.

We recommend that some provision be made in the regulations to allow for proportionate days for Kindergarten children enrolment and not just 50%.

8. INVESTMENT OF SURPLUS FUNDS

Under present regulations the use of current funds for capital purposes or vice-versa is not allowed. If the law is adhered to a situation can develop where the current fund is borrowing money at 6% and the capital fund is investing money at 5%. The Board is therefore incurring a 1% difference in interest costs and revenue.

With the advent of larger units of administration in Ontario, we believe that the degree of sophistication of the financial operations is sufficient that various funds of the Board can be very accurately accounted for through Board record.

We recommend, therefore, that legislation be changed so that it is possible to transfer funds back and forth between current and capital funds as an interest saving procedure.

9. COMMUNITY USE OF SCHOOLS

Current public and government thinking indicates a desire to ensure the fullest utilization of school facilities for a wide variety of social, educational, and recreational purposes. The use of these facilities outside of school hours creates extra costs which many school boards are unable to afford, particularly under the current restraints on increases in spending for education. The success a board has in providing the community with proper and reasonable access to facilities will depend on the development of a fair and effective method by which these costs can be properly identified and apportioned to the appropriate individuals for organizations within the community. We acknowledge the announcement by the Department of Education permitting boards to designate costs that can be clearly identified as being the result of community use of schools as extraordinary expenditures rather than ordinary expenditures, but submit that at best this can only be a temporary measure since it is neither designed to stop the rising costs generated by greater use of facilities by the public nor does it attack the problem of the increasing number of "non-educational" expenses now competing for the education dollar.

We, therefore, recommend,

1. That a standard method of costing be developed for use throughout the Province which would permit school boards to accurately and impartially determine the real costs incurred in the use of school facilities by community groups and organizations.

2. That the Ministry of Community and Social Services be given the task of determining a method by which these costs could be recovered from the community based directly on the use that individuals and groups within the community make of their school facilities.



Organizations and Groups BRIEF #52 from

THE ONTARIO ASSOCIATION OF EDUCATION ADMINISTRATIVE
OFFICIALS is in separate folder.

The Lanark, Leeds and Grenville County Roman Catholic Separate School Board

BOX 427, SMITHS FALLS, ONTARIO

PHONE — 613 — 283-5007

"Organizations
& Groups"

BRIEF #53

SUBMISSION TO THE COMMITTEE ON COSTS OF EDUCATION BY
THE LANARK, LEEDS AND GRENVILLE COUNTY ROMAN CATHOLIC SEPARATE
SCHOOL BOARD

The application of the 1972 grant regulations and the estimate of grant receivable through Ontario Department of Education has given this board and its Executive Council great cause for concern. Without any extensive plans which would involve large expenditures for the 1972-73 school year, this board finds that to realize sufficient funds to meet the estimated expenditures for the calendar year of 1972 the board would have to apply a mill rate averaging approximately 15 mills above the rate applied by the local Boards of Education, that is Lanark and Leeds and Grenville, for elementary purposes. After a very thorough study of the alternatives, the board decided to apply the same mill rate as the Boards of Education for the following reasons;

1. They found it difficult to justify in the days of equal opportunity the discrepancy in mill rates between the public school supporters and the separate school supporter and
2. to allow such a discrepancy would almost certainly signal the withdrawal of separate school supporters who it was felt should not be asked to pay more for a similar service than their neighbor who is a public school supporter.

The results of any withdrawal of taxes to support the public school system would further narrow the tax base of this board which would only aggravate the basic problems.

The 1971 total actual assessment for support of this board on which 1972 taxes are based was \$12,036,964. This is broken down into \$1,878,440 commercial and \$10,158,524 residential. The total 1971 equalized assessment was \$52,303,950.

The board operates 17 schools which are widely scattered throughout the counties of Lanark and Leeds and Grenville.

continued...

The Lanark, Leeds and Grenville County Roman Catholic Separate School Board

BOX 427, SMITHS FALLS, ONTARIO

PHONE — 613 — 283-5007

When a board which has operated within the expenditure ceilings set out by the provincial government finds itself in this position it suggests that there is something basically wrong in our present methods of financing education.

In submitting this brief report I realize that the percentage of grant paid to this board by the Ontario Government through the Department of Education looks very favourable, however, it appears as if the only solution is to re-institute the Corporation Tax Adjustment Grant as the lack of corporate assessment which is inherent in the system seems to be the source of the problem.

Any inquiry which would cause this board's situation to be further examined would be welcome and any additional information will be submitted promptly upon request.

J. L. Jordan
Secretary - Treasurer

B R I E F

of

THE ONTARIO COUNTY BOARD OF EDUCATION
STAFF

to

THE COMMITTEE ON THE COSTS OF EDUCATION

Presentation Date:
June 20, 1972

C O N T E N T S

1. 1973 Expenditure Limitations
2. Long-range Educational Planning
3. Replacement of Major Capital Equipment
4. Weighting Factors
5. Apportionment of Net Requirement
6. Collection of Tax Levies and Financing Costs
7. Community Use of Schools
8. Extraordinary Expenditures
9. Transportation

1973 EXPENDITURE LIMITATIONS

The 1973 per pupil ceilings will provide for increases of 5.8% in elementary school ordinary expenditures and for 2.7% in secondary school expenditures.

At a time when enrolment growth is declining or when enrolments, in fact, are decreasing, the problem of absorbing negotiated or committed salary and wage increases within the allowable percentages increases noted above becomes an impossible task without severe restrictions in program.

The Board is faced with public demands for greater use of school facilities for public recreational purposes and for expansion of program for the exceptional pupil. The transfer of responsibility for day-care centres and schools for crippled children to Boards of Education is being discussed.
The Board must make provision, within its operating expenditures each year, for the added cost of the increasing professional qualifications of its teaching staff. The additional cost at the elementary school level will be very significant as the staff progresses to the minimum qualification of an university degree. Also, the Board must make provision for contractual commitments to its non-teaching staff, plant and administrative.

An educational system is a labour intensive operation, salaries, wages and fringe benefits amounting to 80% of the total ordinary operating expenditure. It may be virtually impossible for the Board to meet all of such demands within the allowable increases as set out above.

Boards operating in strongly unionized, high-wage areas, must meet wage demands from non-teaching staff greatly in excess of those paid by

many other Boards within the Province. Such additional costs must be paid for within the same per pupil expenditure applied to all Boards. Improvements in the efficiency of operation can only partly solve the problem.

Increasing difficulty is being experienced in the negotiation of Union contracts with non-teaching staff both custodial and clerical. It is feared that such contracts cannot and will not be settled within the percentage rates of increase permitted by the Ministry's expenditure limitations. The Unions with which the Board is forced to negotiate rates of pay and other benefits and working conditions, are becoming increasingly militant and demanding. The Board is therefore faced with the dilemma of allowing plant and administrative costs to increase to the detriment of instruction or of reducing the level of such services at a time when demands for increase are being received from within the system, from the Community and from other levels of government.

It is essential that the Ministry give serious consideration to special assistance to such Boards, possibly in the form of a weighting factor.

LONG-RANGE EDUCATIONAL PLANNING

There is continual suggestion and in fact, pressure, on Boards to plan and to forecast revenues and expenditures over an extended period. There is indication that five years is a minimum such period.

It is extremely difficult, under the present regulations of the Ministry, to forecast expenditures beyond the period for which the expenditure ceilings have been published.

In areas of high growth, and in Municipalities affected by the changes brought on by the advent of Regional Government, the necessity for long-range planning becomes imperative. The ability to forecast the effects of educational expenditure in the planned development of new Regional areas is essential.

The Ministry should prepare its regulations in such a manner that such long-range planning may be useful and as meaningful as is possible.

The restrictions imposed by the expenditure ceilings must be reviewed in terms of a new situation in respect to enrolments. The minimum increases, permitted by the Ministry, in the annual per pupil costs, in an era of expanding enrolment have created problems for the Board. However, these problems are becoming insurmountable in a time when enrolments are remaining static or are declining. Administrative and plant support costs cannot be so restricted or reduced in the same ratio as is being experienced in respect to enrolments.

In 1972 the Board made a study of the possibility of closing several

smaller schools throughout the county as an economy measure. Strong public reaction based on educational and economic factors caused the Board to re-assess earlier decisions and goals. In fact, several small school units are scheduled for continued operation in the 1972-73 year.

As part of an urgent need for a new planning capability, this Board has initiated the implementation of an E.R.M.S. (Educational Resources Management System) which it hopes will be operative in part, by January 1973.

REPLACEMENT OF MAJOR CAPITAL EQUIPMENT

Boards of Education will be confronted with major expenditures for the replacement of instructional equipment commencing in the mid to late seventies.

In particular, the vocational and commercial equipment purchased for composite Secondary Schools constructed since 1960, under the Dominion/Provincial Vocational Grant Plan, will be due for replacement. The impact upon the extraordinary expenditures of the Board will be very significant and should be recognized at this time.

Some provision can be made in the annual budget for this contingency but this in itself may not be sufficient to meet the major expenditure requirement that is projected.

NOTE

1. In Ontario County this could reach \$3.5 million.
2. Cost of equipment has risen significantly since 1960.

WEIGHING FACTORS

We are concerned that as a Board that has continually attempted to provide a high level of service to the Communities it serves as efficiently and as economically as possible, changes in grant regulations will inevitably result in a reduction of eligible expenditure and a loss in grants.

The Board provides a broad and comprehensive program in special education. Moreover the Board receives no recognition of any kind of the additional costs involved by way of weighting factors.

However, increasing costs of regular Special Education services combined with the additional cost potential of Hard of Hearing, Physically Handicapped, and transfers from Ontario Hospital schools are significant cost problems. Increasingly, the professional teacher is unwilling to support such resource allocation if it means a diminishing return in compensation programs that are perceived by the teacher to be unduly restrictive.

The criteria for establishing weighting factors affects Ontario County in an unusual way. The range of development from urban to rural makes it difficult to establish equitable grant or expenditure factors. Density of Population, Transportation and Compensatory Education needs in some parts of the County, are offset by geographic factors.

APPORTIONMENT OF NET REQUIREMENT

Equalized assessment may be the only equitable procedure by which the net requirement can be distributed to the Municipalities. However, the adverse effect of constantly changing equalization factors upon the sharing ratios, between Municipalities, is quite unacceptable to the Board and the Municipalities. There is no rational explanation that can be given to the Municipalities for the fluctuations experienced during the first four years of the County Boards. It is hoped that the new factors provided by the Ministry of Education will eliminate this particular source of irritation between the Board and Municipal Councils.

To date, the effects of reassessment have been controversial and the source of additional complaint by the Municipalities in regard to the sharing ratios. It is essential that the reassessment program be completed without the problems experienced in 1970 and 1971. Moreover, the entire county or region should be on the same assessment basis before any implementation stage.

COLLECTION OF TAX LEVIES AND FINANCING COSTS

It is disturbing to note that the Board is forced to expend in excess of \$100,000.00 every year, on interest charges for short-term financing, because of the advantages accruing to municipalities through the legislation applying to the paying of education levies to Board.

Lending institutions traditionally pay property taxes, on behalf of mortgagees, in full, on the date of the first levy instalment. Urban municipalities have authority, by legislation, to levy for up to 50% of the previous year's levy before the current mill rate is set. The combination of the foregoing results in many municipalities collecting in excess of 75% of the total annual levy before the end of June. The municipalities have the use of the education portion of any monies so collected, or the option to invest at short-term rates, for a very significant period of time before they are required to pay it to the Board in the form of quarterly instalments.

It is of particular concern to the Board that under such conditions funds must be diverted from the instructional function to pay bank interest charges. It is imperative that legislation be amended to allow Boards to receive tax levies when collected.

COMMUNITY USE OF SCHOOLS

Extensive use of the Board's facilities and equipment is being made by numerous community organizations. It is fully expected that such use will expand.

The cost of providing such facilities not only requires capital investment of funds allocated for educational purposes, but also requires increasing amounts from the Board's revenue fund budget. Wage rates for custodial and security service for community use of school facilities is a major cost factor.

This is of particular concern to Boards that operate in highly organized labour areas in communities with high wage levels.

The recent regulation amendment does allow Boards to transfer the cost from ordinary operating expenditures but it does nothing to relieve the educational budget of this expense. In fact, it has the effect of charging the entire cost to the local levy.

EXTRAORDINARY EXPENDITURES

The definition of approved extraordinary expenditure is considered to be too restrictive especially with reference to the purchase of school sites and the purchase of new and replacement furniture and equipment.

Whereas the Capital Grant Plan provides for approval of construction projects up to 95 to 100 percent of the cost, the approval for sites, which are an integral part of the project, represents only a small fraction of the cost. Grant eligibility is based upon the lesser of cost or equalized assessment. It is obvious that the market value of land in most areas of the Province is far in excess of the equalized assessed values.

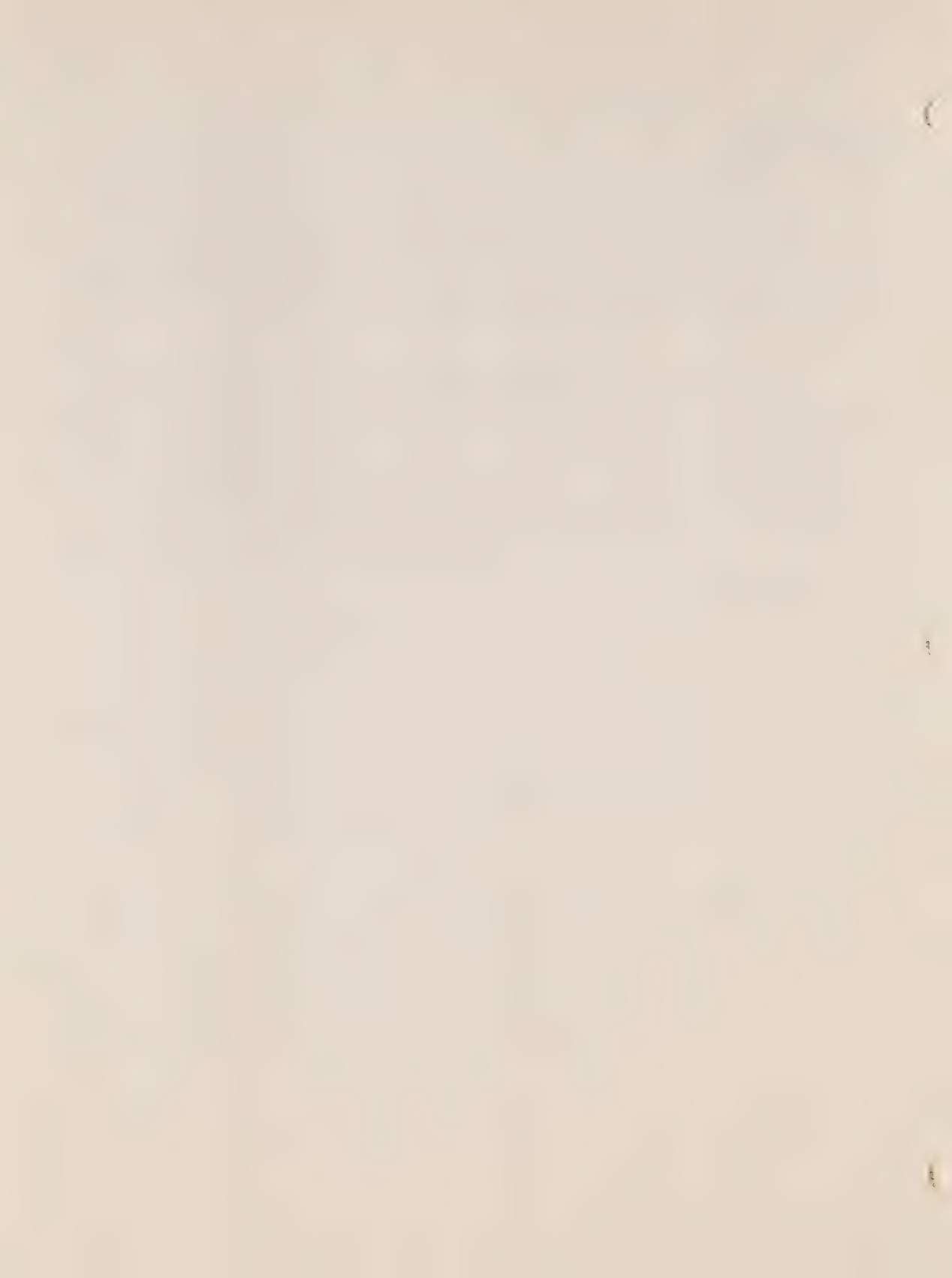
Elsewhere in this brief, we have commented upon the problems to be faced by Boards in the replacement of capital equipment required for vocational schools. The grant eligibility receivable by a Board for the purchase of additional or replacement equipment, in any year, will not begin to equal the expenditures made even for the most modest of programs. The large scale replacement will present Boards with a major problem with very little Provincial assistance to offset the required expenditure.

In addition, any transfer of costs from operating to unapproved extraordinary expenditure places undue hardship on the local taxpayer. This is exemplified in the 1972 solution by the Ministry of the financing problems in Metropolitan Toronto and the Community Use of Schools Allocation.

TRANSPORTATION

The Board has made a submission to the School Business and Finance Branch of the Ministry in respect to the new grant formula on transportation. A copy of the Board's letter to Mr. James Martin is attached.

The Board is concerned about the loss of grant eligibility for pupils transported to be experienced under the new formula. The new formula contains no incentive for this Board to continue to plan its routes economically and to negotiate its bus contracts efficiently. Such lack of incentive could very well result in an increase in contract rates and in the grant to be paid by the Ministry.



May 26, 1972

Mr. James Martin,
School Business and Finance Branch,
Ministry of Education,
21st Floor, Mowat Block,
Queen's Park,
TORONTO 2, Ontario.

Dear Mr. Martin:

Re: Proposed Formula
Transportation Grant

I wish to thank you for the opportunity of attending the meeting convened by Mr. Joyce and Mr. Benson at Region 8 Office on Wednesday last.

As suggested by Mr. Benson, we wish to submit some information and comments concerning the effect of the new formula upon this Board.

Whereas the existing formula provides this Board with 100% approval on contracted buses, under the new formula, approval will fall approximately \$68,500 short of our actual cost. Use of the new formula on our 1971-72 approval calculation will result in a reduction of \$207,100 in eligibility.

It would appear that the main contributing factor to the \$68,500 shortage is the lack of recognition given to the noon-hour kindergarten runs made by buses used for morning and afternoon runs. This Board normally contracts for such transportation as part of a package contract for regular runs using the same vehicle. In the 1971-72 school year the cost of kindergarten runs amounted to \$399 per day. There were 27 vehicles used for this purpose, only 6 being additional to the vehicles used for the regular morning and afternoon runs. The approval, therefore, using the new formula, would amount to \$78 per day, leaving the amount of \$321 per day unapproved.

It is entirely possible that additional vehicles could be used for all of the kindergarten runs. The approval, therefore, could be as high as \$924 (27 @ \$34.25). It is apparent that the approach used by the



Board to transport kindergarten pupils, to reduce costs, (and hence grant), results unfairly in a loss of grant eligibility.

It is also of concern to us that no recognition, in the way grant eligibility, is given to a Board that has a weighted occupancy ratio in excess of 100%. Our calculations indicate that the ratio for Ontario County will be 153.2% for the 1972-73 school year. A lower ratio would be the result of a greater number of buses transporting the same number of pupils with the resulting higher grant approval and additional cost to the Ministry of Education.

In our opinion, such a situation does nothing to encourage a Board to continue operating in an efficient manner. We would hope that you could revise the new regulation in such a way that recognition is given to Boards that operate considerably in excess of 100% efficiency.

For your information, I have attached a calculation of the new formula applied to our 1971-72 operation and compared to the existing regulation.

Approximately half of the school-to-school transportation in this County occurs in the City of Oswego. The Municipal Act prevents the Board from using contract operators, requiring the use of the local transit system. The grant eligibility of \$7.00 per trip, as included in the new formula, will be considerably less than the actual cost for such runs. The lowest possible cost obtainable from the local Public Utilities Commission is \$13.00 for a return trip. Some recognition should be given to such trips in areas where the Board is unable, due to legislation, to negotiate prices at the normal County average.

In summary, it appears that the new formula will have a rather disastrous effect upon the transportation budget of this County.

In addition to the loss of grant eligibility, it is rather evident that our ability to negotiate rates, advantageous to this Board and the taxpayer, will be significantly reduced. The publishing of a formula related to daily rates will effectively remove any possibility of negotiating at a lower level. Also, as stated above, we are concerned about the lack of incentive, in the formula, to continue to operate at the same high level of efficiency.

We consider it most unfortunate that whenever major changes in grant regulations such as the weighting factors and the new transportation formula are developed, that Ontario County, where a very real attempt has been made to control costs, suffers in comparison to the treatment received by other Counties.

Mr. J. Martin (Contd.)...

-3-

...May 26, 1972

I sincerely hope that you can see your way clear to give favourable consideration to our situation.

Yours truly,

JEB/eg

Encl:

c.c.: Mr. S. Benson
Mr. G. Ford

J. Ross Backus,
Superintendent of Business
and Treasurer.

ONTARIO COUNTY BOARD OF EDUCATION

CONTRACT BUSES

CALCULATION

1. Number of Pupils

K - 6	5,028	=	5,028.
7 - 8	$1.15 \times 2,394$	=	2,753.1
9 - 13	$1.15 \times 5,523$	=	6,351.45
			<hr/>
Total			14,132.55

2. Reduced Seating Capacity

$$9,719 \times 95\% = 9,233.05$$

3. Weighted Occupancy Ratio

$$\frac{\text{Item (1)} \quad 14,132}{\text{Item (2)} \quad 9,233} = (153.1\%) \quad 100\%$$

4. Total Miles Travelled 8,318 miles

5. Basic Allowance \$5,028.50

6. Additional Mileage Allowance

(a) Miles travelled 8,318 miles

(b) Miles in basic allowance
vehicles 146×60 8,760

(c) (a) Minus (b) ----

7. Daily Ceiling for Grant Purposes - New Formula

(a) Basic Allowance \$5,028.50

(b) Additional Allowance \$ -----

Total \$5,028.50

(c) Weighted Occupancy Ratio (153.1%) 100%

(d) Ceiling for Grant Purposes
 $\$5,028.50 \times 100\%$ \$5,028.50

Proposed Ceiling Sept. - Dec. - \$5,028.50 x 80	=	\$ 402,280.00
Proposed Ceiling Jan. - June - \$5,028.50 x 120	=	\$ 603,420.00

Total		<u>\$ 1,005,700.00</u>
-------	--	------------------------

Ceiling For Grant Purposes - Old Formula

Elementary	\$ 3,092.50
Secondary	<u>\$ 2,971.40</u>

Total	\$ 6,063.90 per day
-------	---------------------

Total Ceiling	6,063.90 x 200	<u>\$ 1,212,780.00</u>
---------------	----------------	------------------------

Reduction in Ceiling	<u>\$ 1,212,780.00</u>
	<u>\$ 1,005,650.00</u>
	<u>\$ 207,130.00</u>

Comparison with Cost

1971 - 72 Cost per day	\$5,191.80	
Cost per year	\$5,191.80 x 200 =	\$ 1,038,360.00
Activity buses	\$ 129.00 x 100 =	\$ 12,900.00
		<u>\$ 1,051,260.00</u>

Excess of cost over ceiling

1971 - 72 cost	\$ 1,051,260.00
Ceiling on new formula	<u>\$ 1,005,650.00</u>
(contract only)	\$ 45,610.00
Salaries etc.	<u>\$ 22,957.00</u>
	<u>\$ 68,567.00</u>

Organizations and Groups BRIEF #55 from
THE WATERLOO COUNTY BOARD OF EDUCATION
in separate folder.



The Waterloo County Board of Education

Corporation Square, Duke and Ontario Streets, Box 68
Kitchener, Ontario, (519) 742-1751

R. A. Cruickshank, B.A., *Director of Education*
R. W. MacLean, B.A., P.Paed., *Ass't. Director of Education*
J. F. Tummon, R.S.B.O., *Business Administrator and Sec.-Treasurer*
P. M. Machetzki, R.S.B.O., *Ass't. Business Administrator and Sec.-Treasurer*

BRIEF TO THE COMMITTEE ON THE COST OF EDUCATION

APPENDIX "N"

- | | |
|-------|--|
| Map 1 | Distribution of Population in Ontario In 1966. |
| Map 2 | Density of Population in Ontario by County
for the year 1966. |
| Map 3 | Urban Centres with population 10,000 and over
in Ontario year 1966. |
| Map 4 | Ontario Years to Double Population 1951 - 1966. |
| Map 5 | Ontario Distribution of Net In-Migration, 1956-61. |
| Map 7 | Ontario Distribution of Net In-Migration, 1961-66. |
| Map 6 | Ontario Distribution of Net Out-Migration, 1961-66. |

SOURCE:

PATTERNS AND TRENDS IN ONTARIO POPULATION - Betty MacLeod, Carol Ivison
and Nirmala Bidani.

An informal publication of the Department of Educational Planning.

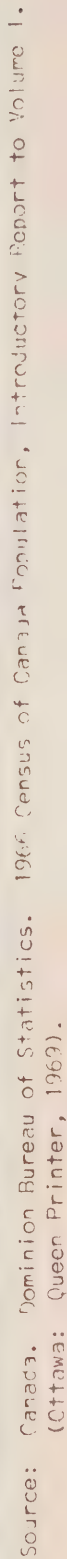
The Ontario Institute for Studies in Education.

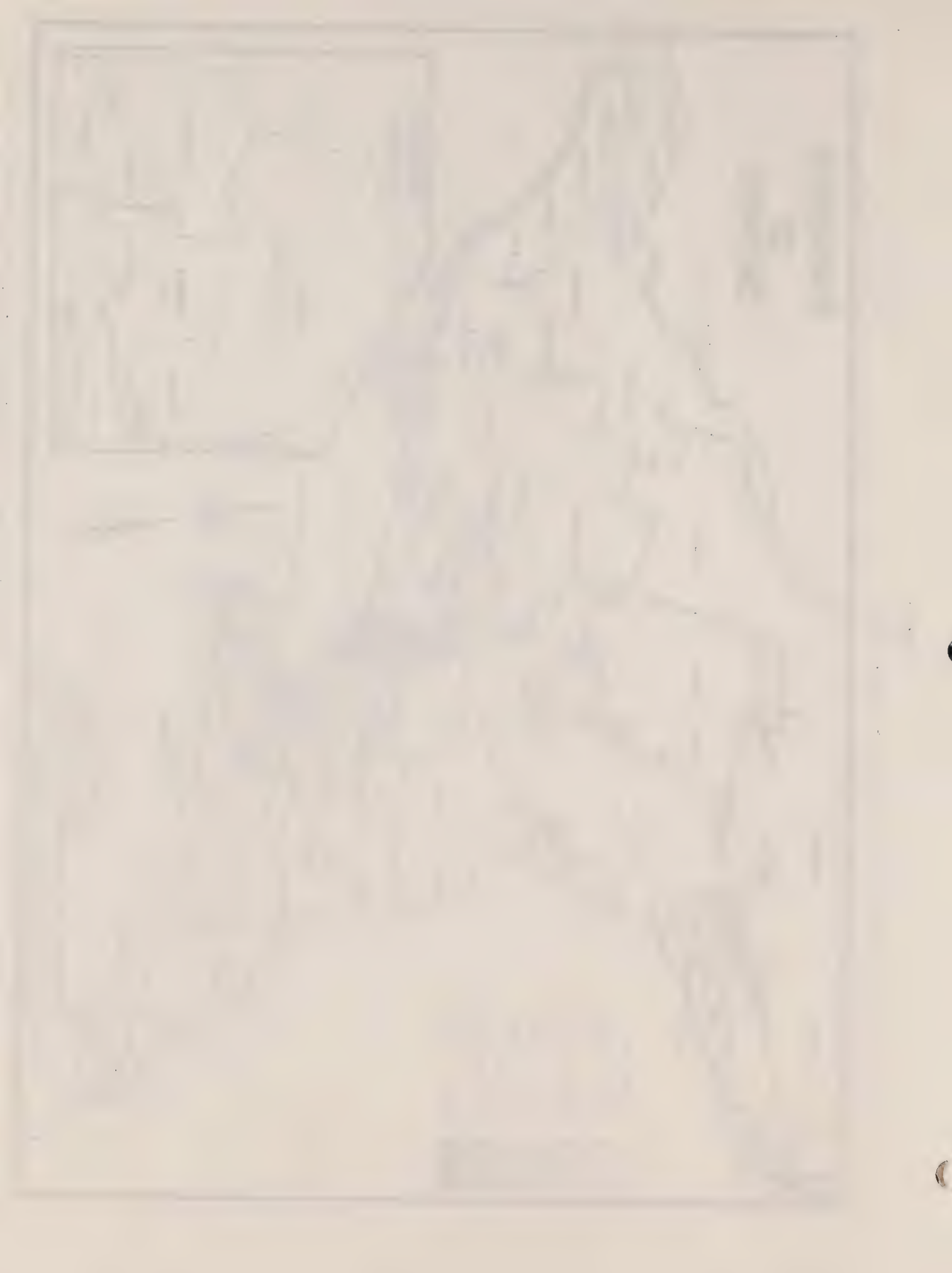
Map 1: DISTRIBUTION OF POPULATION IN ONTARIO IN 1966



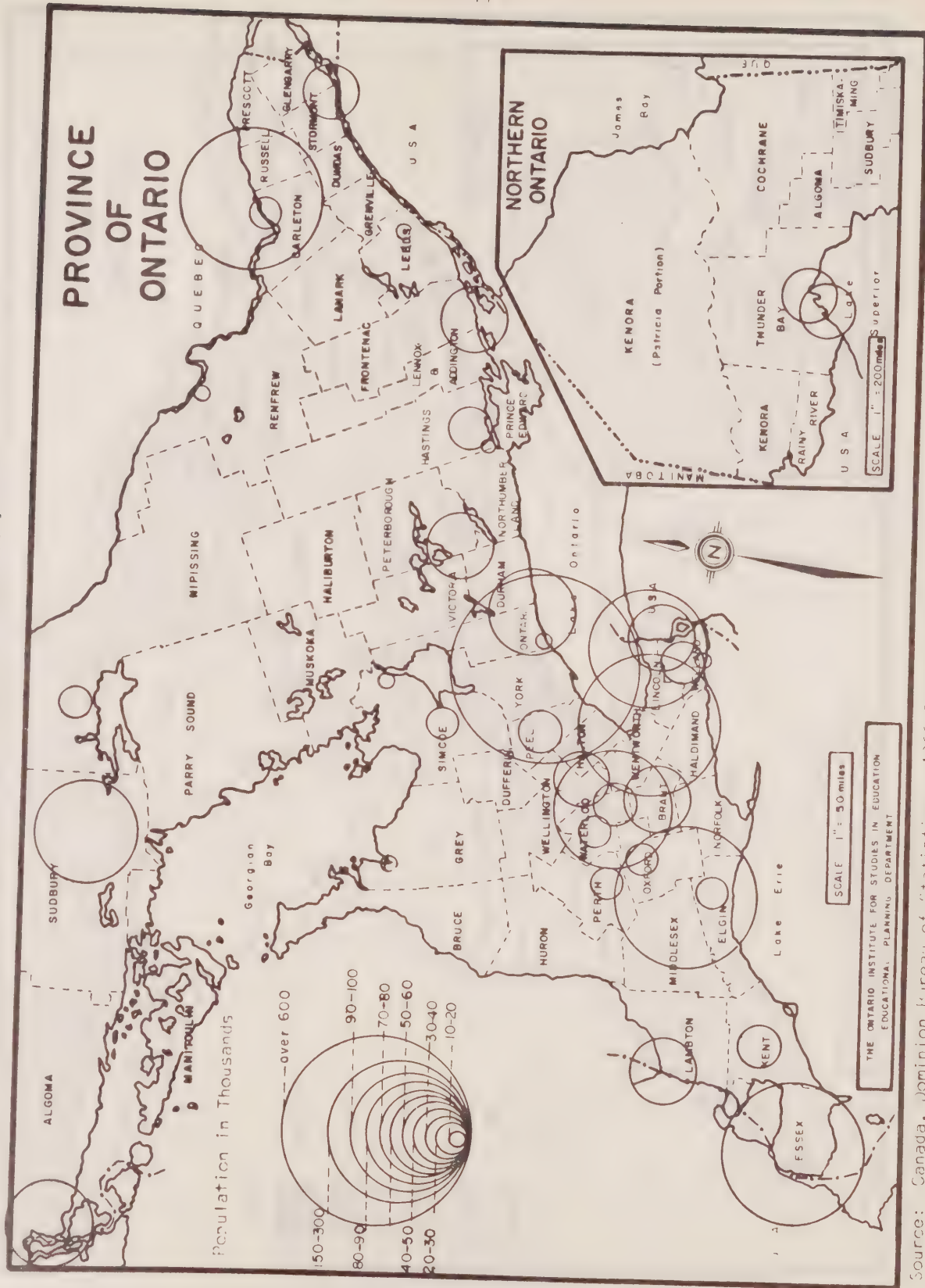
MAP 2

Density of Population in Ontario by County for the Year 1966



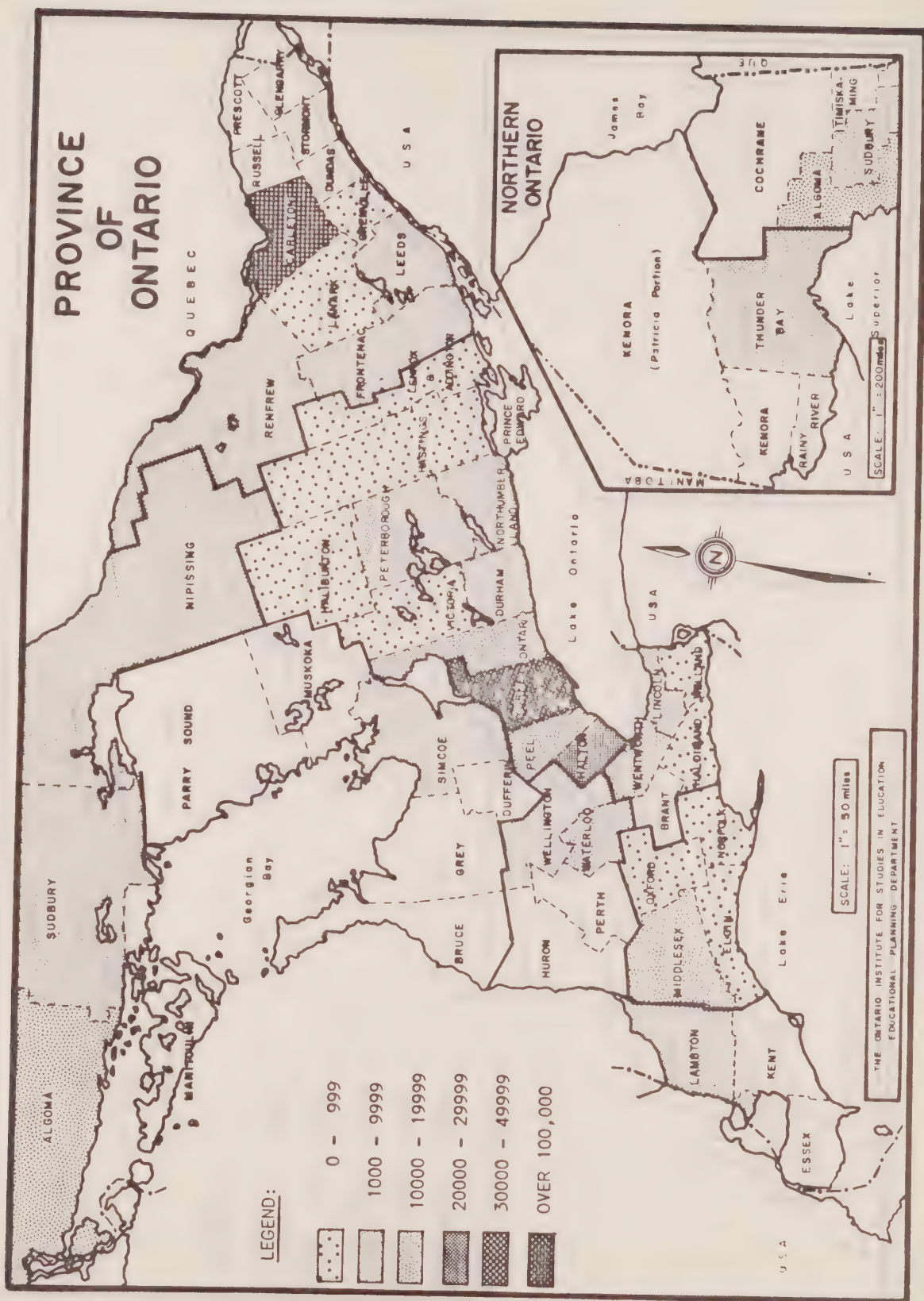


Urban Centers with Population 10,000 and over in Ontario for Year 1966.

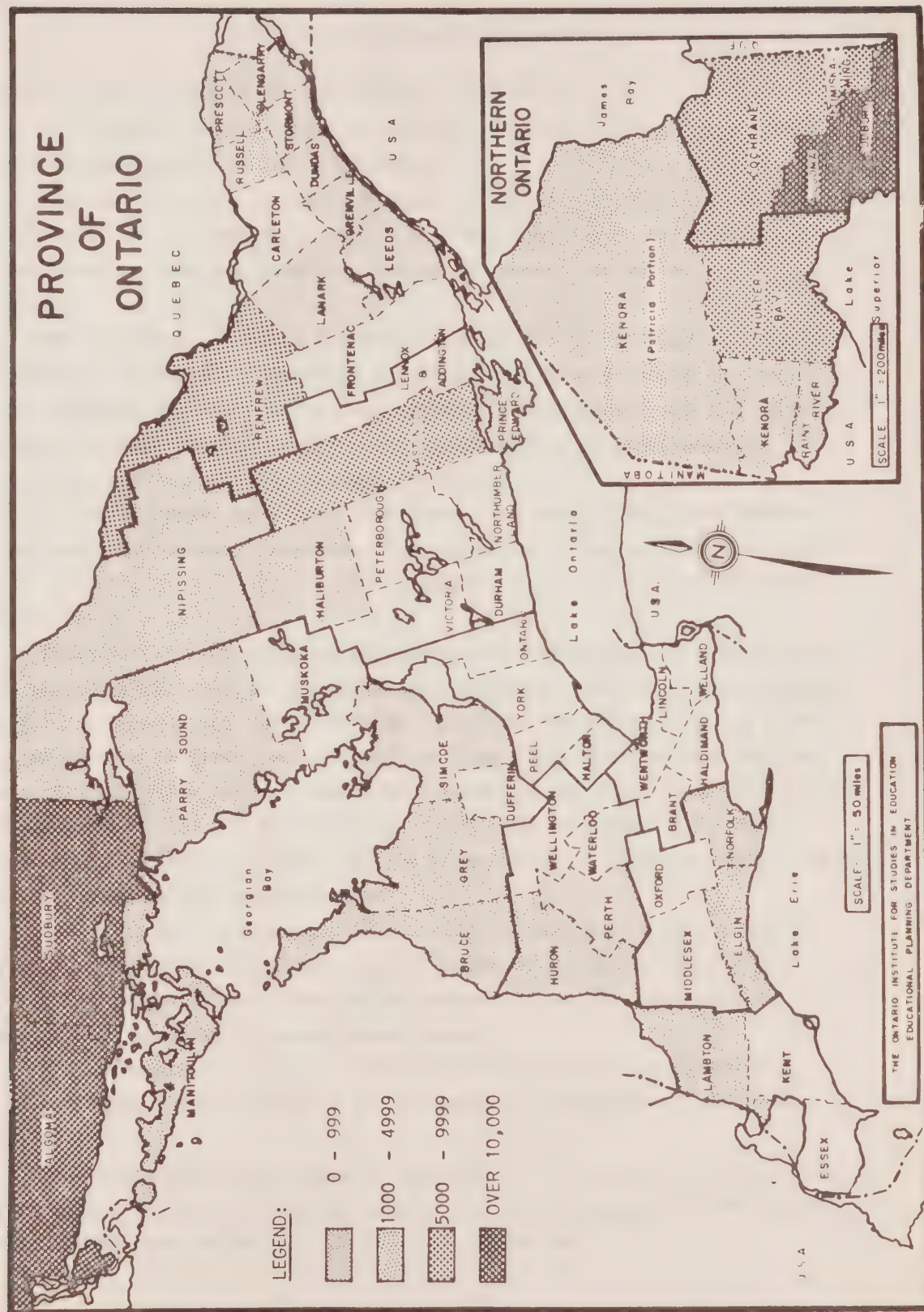


Source: Canada, Dominion Bureau of Statistics, 1966 Census of Canada Population, Counties and Subdivisions Ontario. (Ottawa: Queen's Printer, 1967).





PROVINCE OF ONTARIO



FRONTENAC COUNTY BOARD OF EDUCATION

A BRIEF TO THE COMMITTEE ON THE COSTS OF EDUCATION

The Frontenac County Board of Education wishes to present the following points concerning the costs of education:

1. Property taxation as the sole source of local revenues for education is inequitable and inadequate, laying a very heavy burden on retired persons on fixed income. Some supplementary source of support for education is urgently needed.
2. The inordinate costs of Special Education for handicapped persons (e.g. emotionally or mentally disturbed or retarded children) cannot be carried by local taxation and the present rate of Legislative Grants, and the Government of Canada should be encouraged to offer more financial assistance to programmes for handicapped children and adults.
3. As the financing of education becomes more centralized, the Ministry might consider assuming responsibility for salary negotiations with teachers --the salaries of teachers being the largest single expenditure of Boards of Education.
4. There is need for research and analysis to determine the minimum size for maximum efficiency of an educational administrative body. Some Boards operate reasonably well under the new provincial ceilings providing excellent programmes for students, satisfactory working conditions for teachers and adequate supporting staff, while other Boards function inefficiently in the aforesaid respects. Is the County a viable unit everywhere and always? Could the Ministry not arrange for the more efficient Boards to offer counsel and direction to the less efficient?
5. The Ministry's requirement of at least one university year prior to teacher training for elementary schools--portending degree requirements within the next few years--adds significantly to salary costs with no compensating increase in Legislative Grants.
6. The retention of persons in redundant positions in the Ministry's Regional (Education) Offices is an unnecessary duplication of effort and cost.
7. Post-secondary school costs of education, both capital and operating, appear to be disproportionately high in relation to elementary and secondary school costs--particularly in Colleges of Education.

Presentation
by
The Director of Education
The Nipissing Board of Education
to
The Committee on the Costs of Education
In the Elementary and Secondary
Schools of Ontario

Mr. Thomas A. McEwan,
Chairman,
Committee on Costs of Education

Mr. Chairman,
Members of the Committee:

The following observations, comments and opinions on the various aspects of the educational enterprise are respectfully presented to assist you in your very important endeavours. The representatives of The Nipissing Board of Education have been engaged on previous occasions in advising ministerial officials and associates of the Committee, on details of finances in the North Eastern Regional Division. It is not the purpose of this report to duplicate the statistical data provided at such meetings. We trust that the comments herein contained may support the findings and recommendations of the more detailed studies.

Aims:

It is the long range goal of this Board to provide the young people of this district with educational opportunities equal to those provided anywhere in this province. The Board is modestly proud of the programme provided for its pupils and students. However, it is also very much aware of the fact that, due to the necessity for maintaining a balanced financial position within the economy of the region, there are a number of educational areas that are restricted or not yet inaugurated.

Special Education

While classes, teachers and programmes have been provided for youngsters with academic difficulties and neurological impairment, there are still youngsters for whom assistance is limited. Speech therapy has

only recently been made available in limited sessions. Classes for perceptually handicapped are presently beyond our resources as limited by ministerial guide-lines. In the meantime staff experiment, re-organize and strive to provide assistance wherever possible.

In secondary schools, while financial limitations are generally not so stringent, unlike most financially fortunate municipalities, the needs of academically handicapped students remain unserved. Vocational and occupational programmes are restricted to problem proportions.

We need incentive assistance grants.

Student Services

This jurisdiction lacks psychological services of all types. Efforts of teachers, representatives of the Health Department, medical profession and welfare agencies and services have been in vain. The provision of consultant services in distant cities is frustrating for pupils, parents and staff. Primarily, the area is a medical or health problem. All ministries of the government must be prepared to co-ordinate their financial and personnel resources in the interests of the people of the province rather than according to the narrow confines of their restricted fields.

Technology

In the past decade great strides were made in the provision of relevant technical and vocational education. Very large amounts of money are invested in capital equipment. Unlike industry, no measures are arranged by the ministry for gradual depreciation. When replacements are required, they are too often on emergency basis and the large amounts of capital involved necessitate shock treatment on other programmes.

Machinery is becoming ripe for replacement. Reserves of funds should be available.

Administration

In recent years, the ministry has tended to recommend programmes and procedures involving large investments in equipment, staff and technology, without providing extra funds for implementation. Principals particularly are being asked to assume greater responsibilities for curriculum and staff development, professional leadership and staff and school supervision. The nature of educational growth in northern communities has resulted in schools of comparatively lower enrolments. The conflict of financing according to enrolment, restricts the Board's provision of increased leadership at the community-school level.

Recent legislation permitting co-operation between school boards could result in major economies. Surely such co-ordination of systems could be accelerated to the advantage of both groups without limiting the philosophies and practices of either the Separate or Public School systems.

Grant Regulations

This area, in the past few years, has been forced to develop slowly from a lowly base. That certain large metro Boards could be heavily over-financed and others suffer from severe restrictions, has been an incongruous situation. Restricted from reaching guide-line levels, by a \$60 annual limit, has been a frustrating punishment for good management. Poor management has been rewarded by slow, gradual, permissive limitation.

"Equalization" could well apply to Secondary and Elementary grants.

The efficient education of the younger child is in the best interests of society. Unexpectedly great achievements, socially and economically, may be attained if government would dare to consider "equalizing" financial opportunities for all school children! Certainly the recent change of direction in elementary limitations is a move to the right course.

Earlier payments of Grants has been helpful. 60% of payments should be completed by June 30th. Otherwise Boards borrow. This results in additions to "ordinary expenses" and consequent further restrictions due to the "per pupil limitations".

Provision of accommodation and staffing occur because of the ministry's unrealistic "classroom loading" policy, particularly at the elementary level. The effect is both financial and educational.

Staffing

The ministry's new regulations regarding university qualifications for teachers is laudable but will have a sudden, dramatic esculatory effect on elementary school financing. Salary schedules represent a 70% portion of school budgeting and are a major financial problem for the Boards. Having itself pressed the GO switch, the ministry must obviously be prepared for rocketing expenses over and above the regular Grant Limitations. There is just no other way of meeting 1973 restrictions!

Salary negotiations in this province now provide the greatest obstacle to staff and board co-operation (and thus to the welfare of students). Having now confirmed a single rather than parallel schedule, the government will be in an excellent position to relieve the Boards and Teachers

from such annually debilitating sparring matches. Conferences, confrontations, travel, et al, are a considerable expense throughout the province.

Revenue

Some serious consideration should be given to the manner in which school finances are raised. The present method of taxing property has some considerable inequities in this area, where land is unproductive. The equalization system is little understood by the public. Pensioners and those on fixed incomes endure unfair inequities. Tax on sales of merchandise generally imposes a burden on the lower and middle class income groups. The federal and provincial governments must co-operate in devising a scheme for taxation based on income and profit. A well based system, could stimulate the economy and be of value to the public in more ways than simply education. It would appear important that some local responsibility for financing remain. Otherwise, local autonomy of control and initiative would gradually be removed by bureaucratic regulation.

Board Finances

The attached memorandum from the Business Administrator-Treasurer is an indication to the committee of the strict management of finances required by the Ministry of Education.

THE NIPISSING BOARD OF EDUCATION

269 MAIN STREET WEST, NORTH BAY, ONTARIO

P.O. Box 67

PHONES: 472-4013 - 472-8170

August 16, 1972

MEMO TO: Mr. E. Monkman

re: BOARD FINANCES

Information as requested:

1. Nipissing Assessment Base for 1972 Grant

Provincial Equalized Assessment

Elementary	\$283,955,000.00 or \$37,660 per w/pupil
Secondary	\$394,547,000.00 or \$53,812 per w/pupil

2. General Legislative Grant Rates

	<u>Ordinary</u>	<u>Extra-Ordinary</u>	
		<u>1st</u>	<u>2nd</u>
Elementary	71.66%	80.59	96.12
Secondary	83.36%	88.60	97.72

3. Budget Totals

Elementary	\$ 5,458,046
Secondary	<u>9,853,902</u>
Total	<u>\$15,311,948</u>

4. Government Guidelines (Ceilings)

- applies to ordinary expenditure only

<u>1972</u>	<u>Per Pupil (Actual)</u>		
	<u>Ceiling</u>	<u>Budget Exp.</u>	<u>Leeway</u>
Elementary	\$ 645.30	\$ 644.57	\$ 0.73
Secondary			
(includes			
Retarded			
Children)	\$1,147.70	\$1,135.97	\$11.73

1973 - Subject to Treasury Board approval

	<u>Ceilings</u>
Elementary	\$ 630 x 1973 Weighting factor
Secondary	\$1,130 x 1973 Weighting factor



The Nipissing Board of Education offers this proof of economic provision of education. The administration trusts that no unforeseen snowstorm, or other mild emergency, will upset the fine balance before the end of the fiscal year.

The committee can judge for itself, the necessity for a Weighting Factor in 1973 which will allow, not only for the ordinary rise in the cost-of-doing-business, but for the special needs for northern areas; salary schedules; hydro, water and heating services; but most particularly for a good programme of learning including French-language instruction, texts, supplies, equipment, technology, remedial programmes, student counselling and psychological services. In fact, under present arrangements, the ceiling for 1973 being even more restrictive, the hope of northern youngsters to participate in "equality of educational opportunity" rests completely on the figures which will replace the words, "weighting factors". It is comforting to ratepayers to note that Grants etc. are "subject to Treasury Board Approval".

THE COSTS OF EDUCATION

Sept. 27/72.

The Windsor Board of Education recognizes that numerous briefs have been presented to the committee on various aspects of educational costs and consequently will limit its comments to an outline of the specific problems facing the Windsor Board of Education as a result of ceiling limitations and decreasing enrolments.

The increasing costs of education are pointed out by Mr. M. Wisenthal, Director, Education Division, Statistics Canada when he recently stated that for the fiscal year 1971-1972, the costs of education in Canada were in excess of 8 billion dollars, that per-pupil costs at all levels have risen by an average of nearly 14% and that our educational expenditures at present are approximately 8.5% of Gross National Product. These statistics illustrate the need for a careful examination of expenditures, for the establishment of priorities, and for some restraints which will prove to be fair and equitable.

The curtailment of costs involves the establishment of priorities and decisions and these are not easy to make since public expectations are for additional services and the public tends to apply extreme pressure when services are reduced in any aspect of education.

Approximately 85.5% of the Windsor Board of Education's budget is devoted to wages, fringe benefits and debentures. Therefore, there is little opportunity for flexibility or major reductions outside of these areas. Since debenture payments represent fixed amounts,

major savings can usually be effected only through a reduction in the salary budget. Total wages are influenced by three main components: the number of staff members, their qualifications, and the wage rates. The number of staff members are affected largely by the class sizes and the amount of unscheduled teaching time of staff members. Teachers may and do continue to upgrade their qualifications and automatically receive increased salaries in accordance with an approved schedule. This can amount to a substantial figure each year and the Board has little control of the amount.

Since it would seem to be reasonable that teachers should not subsidize other groups in society and should receive a fair wage commensurate with that paid to similar professions and occupations in other sectors of society, and since wages continue to increase at a fairly substantial rate each year, reductions, it seems, can be accomplished largely through an increase in class size and a reduction of unscheduled time. The introduction of these measures is strongly resisted by the teachers' organizations and by some parent groups, yet the amount of money involved is substantial and the alternatives appear to be few. It might be pointed out that class size is complicated, to some extent, by suggestions of class size by the Ministry in some instances, particularly in such areas as special education.

The cost of unscheduled time for the Windsor Board of Education amounted to approximately \$2,211,600 in 1971.

The cost of reducing class size at the secondary school level, for example, over the past eight years amounted to approximately \$2,500,000: The Windsor Board of Education, we believe, is not exceptional in its proportion of these costs.

Major reductions have been required, due to the ceiling, at the elementary school level and will be required, commencing in 1973, at the secondary school level. Reductions have been implemented or are being implemented in many aspects of the educational program, but major surgery, it appears, will be necessary due to dropping enrolments. Some minor savings can be realized through a reduction in supplies and other similar items, but any major saving must be realized through a reduction in staff.

Enrolments at the elementary school level in Windsor are dropping by about 550 students per year. A drop of 550 students represents an average reduction of approximately 12 students per school. If it were possible to reduce a staff member for each 32 students, this would represent a reduction of approximately 17 teachers at the elementary school level at a saving of approximately \$153,000. The reduction in the ceiling for 1973, however, at \$630 per student amounts to \$346,500. The Board is thus faced with a reduction, year after year, which is unrealistic in relation to the savings which can be effected. During the past year the drop in the enrolment at the secondary school level has been approximately 300 students, whereas in previous years there had been a fairly substantial increase. A loss of 300 students means a theoretical maximum reduction of approximately 16 staff members at a saving of approximately \$192,000.00, while the ceiling is reduced by \$339,000. In 1973 for example, the Board

Page 4.

will not only have its ceiling reduced as a result of lowered enrolments by approximately \$339,000 but will not have the benefit of a gain to offset increased costs which in the previous year had amounted to approximately \$400,000.

Each year the Board has to submit its budget by March 1st, without knowing the actual enrolment figures for April 30th and September 30th of that year. When an unexpected decrease occurs, as in September 1972 for example, a further problem is imposed.

The Board submits that, while undoubtedly some control of expenditures is desirable, the present formula works an undue hardship on school systems with reducing enrolments and thus, some more equitable arrangement is essential.

Respectfully submitted.

A handwritten signature in cursive script, reading "D.T. Watson".

D.T. Watson

Chairman

DTW/dm

WINDSOR BOARD OF EDUCATION.



KIRKLAND LAKE BOARD OF EDUCATION

BOX 610, KIRKLAND LAKE, ONTARIO

October 13, 1972.

Dr. J. R. McCarthy, Executive Director,
Committee on the Cost of Education,
Suite S-944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Sir:

In order to correct the error I made in the equalized assessment figures I gave Mr. Yakubowski last evening, I am listing the correct ones, which are as follows:

<u>YEAR</u>	<u>SECONDARY</u>	<u>ELEMENTARY</u>
68 for 69 Taxes	51,588,221	40,382,768
69 for 70 Taxes	57,015,131	44,659,298
70 for 71 Taxes	62,344,813	49,165,731
71 for 72 Taxes	62,592,999	49,158,293

I am sorry if I have caused you any inconvenience.

Yours very truly,

R. R. Wilson,
Supt. of Business Administration.

BRIEF TO THE COMMITTEE ON THE
COSTS OF EDUCATION SUBMITTED BY THE EAST
PARRY SOUND BOARD OF EDUCATION
ON BEHALF OF
THE BOARD AND THE MUNICIPALITIES OF EAST
PARRY SOUND

PREPARED BY
THE BOARD'S FINANCE COMMITTEE AND MEMBERS
OF THE
ADMINISTRATIVE STAFF
SEPTEMBER 1972

The Board recognizes that the ceilings to control educational costs in the Province were brought about as a reaction to public outcry from accelerating costs. The outcry was at its loudest shortly after the county and district boards of education were formed. The formation of the larger unit coupled with certain other factors has increased the cost of education to many municipalities. Board members have been fully aware of this. The Board and its Administrative officers have worked towards a close examination of objectives, have tried to develop priorities to keep the budget, not only within the ceilings, but within a realistic figure considering the needs of the area.

In spite of the Board's best efforts, of course, costs have risen. It is only human, of course, for people to blame the new Board for this because it is new and it is pretty visible. Besides the Board's budget, however, it must be pointed out that there were a great many contributing factors to this acceleration in costs and no one can deny that it has been a rather large acceleration.

.....2

The following is indicative of the problem:-

	<u>1968</u>	<u>1972</u>
McMurrich &		
Monteith	4,904	21,188
Kearney, Bethune &		
Proudfoot	6,600	18,000
South River	26,977	43,708
Armour	30,377	60,587
Chapman	12,426	30,152
Perry	22,469	76,850
Strong	29,817	67,406
Nipissing	24,856	65,392
South Himsworth	36,972	53,298
North Himsworth	34,261	84,503
Trout Creek	11,887	16,224
Sundridge	24,475	47,195
Burks Falls	16,263	32,113
Powassan	34,576	58,295

Four main factors, in addition to the Board's increased costs over the last four years have contributed to this.

.....3

Firstly, many of the areas have been reassessed. In the past assessment was done at the local level, frequently by someone with limited or no training and many of the buildings were assessed at a very low figure. District assessment officers have increased the assessment on many of the properties and much of the area is presently assessed at market value. At the same time, many of the equalization factors provided by the Province of Ontario have fluctuated in areas where reassessment was not done. Most of the townships until 1969 contributed nothing to the cost of secondary schooling. These have been phased in gradually and at the same time the Province of Ontario has withdrawn the Residential Property Tax reduction. This has had the effect of doubling the taxes on many of the citizens within the area.

In spite of these drastic increases in residential taxes for educational purposes, this area is still dependent on the Ministry of Education for in excess of 75% of the money spent by the local school board.

Many of the problems which the new Board should have been able to resolve are still with us because of the peculiar make-up of the district.

.....4

Because of the sparsity of population, the Board is forced to operate a number of small, elementary schools in municipalities scattered about the area. Consolidation of these is very difficult because of distances. The Ministry of Education in its weighting factors has recognized this problem at the secondary level but has not provided weighting factors at the elementary level. Since we operate one very large, efficient secondary school a weighting factor for sparsity of population might not be as necessary at the secondary level as at the elementary level. It is generally recognized that you can transport secondary school students who are older and more mature a longer distance to create a larger student population base to operate a larger and more efficient educational plant.

Similarly, it is generally recognized that younger and smaller children are better off in the home community and are not as able to cope with long bus trips. Yet there is no weighting factor for sparsity of population at the elementary school level. The costs of these smaller schools is much higher than it is in larger schools.

Such fixed things as heat per pupil, the amount of electricity used per pupil are higher on a smaller pupil base. Teacher/pupil ratios are usually much higher in the smaller community where a two-room school with between thirty and forty pupils and two teachers is the general thing. In most of these communities the Board even has the responsibility of providing its own water and sewage disposal systems. These up operational costs again. It is much cheaper to operate a large school in a community where a water supply exists as well as sewage disposal.

It is generally recognized that in 1867 when the British North America Act gave municipalities the land tax as a means of raising money for local requirements, it was an adequate tax base. It is also generally recognized that at the present time it is not adequate. Senior levels of government recognize this with subsidies and grants. Local land taxes are falling far short of meeting the needs of municipalities and boards of education at the present time.

The Board's efforts at both controlling costs and providing a good educational opportunity for the pupils have been hampered by poor assessment practices in years gone by;

.....6

as the Province took over the assessment, there were large increases in many municipalities as the former assessment was much lower than it should have been. In many of our municipalities there are several types of land; farmland, where at best subsistence level farming and logging earn a poor living for the family exists in the same township where there is a lake most attractive to tourists and summer property owners, where the land value is highly inflated because of its desirability. The price of this land has nothing to do with the ability of year-round residents to pay taxes and yet both the assessment and the equalization factor is influenced by the market value of this highly sought lakeshore property.

At the same time in many of the villages where expansion is not possible, there is highly desirable main street property which is selling at a very high price and this has a similar effect on assessment and equalization factors and since the residents of many of these villages are older people, living on fixed income, the market value of the downtown land has little to do with their ability to pay real property taxes.

.....7

The original draft of the Bill which brought about county and district school boards indicated that there would be an equal sharing, based on the present basis of all municipalities within the county or district school board. This was shortly changed to base taxes on former mill rates and expenditures and it was felt a gradual phasing in of the equal sharing of costs throughout the area was more desirable. As we should be approaching the equality, it doesn't appear that it is going to be any more acceptable or palatable to the municipalities which have traditionally paid less than their share for educational purposes. Indeed, it appears that while the municipalities rejected as unacceptable the concept of equality of cost throughout the whole of the county or district board in 1969, they may be forced to ask for it at the present time as a solution to the inequalities which exist in 1972. Certainly, if the larger units were brought about to offer better education and to eliminate some of the problems which past practices had caused, an equal sharing of costs across the jurisdiction should be desirable. Whether this should be based on assessment, the number of pupils or some other variable might be a problem which should be looked at at this time. Completely new methods of financing education might be looked at.

This group, as well as Provincial officials, have recognized the problems of costs to the Board and by careful practices have been able to maintain its position as the second lowest spender for secondary purposes in the Northern region of the Ministry of Education and to maintain its position as tenth lowest spender at the elementary panel in spite of the large number of schools which it operates. The Ministry of Education has of course recognized its involvement through the establishment of ceilings. It is the feeling of this group then, that since the Province has recognized the problem and its responsibility, that it should be the Province who has to confront the powerful Teachers' Federations on the three critical issues which face local boards at the present time, that is, teacher salary negotiations, teacher/pupil ratio and the problem which must be faced of tenure coupled with decreasing enrollments. It would seem to this group that these are Provincial problems and not isolated local ones. It further seems that the Province might have more influence in certain cost areas than does the Board itself. These are both on a direct and an indirect basis.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions and activities. It emphasizes that proper record-keeping is essential for transparency and accountability, particularly in financial matters. The text suggests that organizations should implement robust systems to track and document every aspect of their operations.

2. The second part of the document addresses the challenges associated with data management and security. It highlights the need for organizations to protect sensitive information from unauthorized access and ensure the integrity of their data. The text recommends the use of secure storage solutions and regular security audits to mitigate risks.

3. The third part of the document focuses on the importance of communication and collaboration within an organization. It stresses that effective communication is key to achieving organizational goals and resolving conflicts. The text encourages the use of various communication channels, including face-to-face meetings, email, and instant messaging, to foster a collaborative work environment.

4. The fourth part of the document discusses the role of technology in modern organizations. It notes that technology has revolutionized the way businesses operate, enabling them to streamline processes and improve efficiency. The text suggests that organizations should embrace new technologies and invest in training to ensure their workforce is equipped to handle the digital landscape.

5. The fifth part of the document addresses the importance of ethical considerations in business operations. It emphasizes that organizations have a responsibility to act ethically and transparently, particularly when dealing with customers and stakeholders. The text recommends the implementation of ethical guidelines and the establishment of a culture of integrity within the organization.

6. The sixth part of the document discusses the importance of continuous improvement and innovation. It notes that organizations must constantly evolve and adapt to changing market conditions to remain competitive. The text suggests that organizations should encourage a culture of innovation and invest in research and development to drive growth and progress.

7. The seventh part of the document addresses the importance of sustainability in business operations. It emphasizes that organizations have a responsibility to minimize their environmental impact and promote social responsibility. The text recommends the implementation of sustainable practices and the establishment of a culture of sustainability within the organization.

8. The eighth part of the document discusses the importance of risk management. It notes that organizations must identify and mitigate potential risks to ensure the stability and success of their operations. The text suggests the use of risk assessment tools and the implementation of risk management strategies to minimize the impact of potential threats.

9. The ninth part of the document addresses the importance of customer satisfaction. It emphasizes that organizations must strive to provide high-quality products and services to their customers to build loyalty and drive growth. The text recommends the use of customer feedback mechanisms and the implementation of strategies to improve the customer experience.

10. The tenth part of the document discusses the importance of financial management. It notes that organizations must maintain a strong financial position to ensure their long-term success. The text suggests the use of financial planning tools and the implementation of sound financial practices to manage resources effectively.

Directly, the Ministry of Education influences costs with their prescriptions as to qualifications of teachers, curriculum, textbooks, reference materials and their insistence on certain organizational patterns within the school. Elementary budgets have been upped greatly in the past few years with the insistence of increased qualifications and the end result of this is yet to be reached. At the time when all graduates of teacher training centres have a university degree, elementary school payroll will increase in greater degree. At the secondary school level traditional subject disciplines are disappearing, and we are looking at education on a broader concept. In spite of this we are required to employ Department Heads with traditional qualifications and within the traditional discipline patterns of the secondary school.

Indirectly, Program Consultants from the Ministry make recommendations about reference materials, equipment, approaches in topic, tactics of presentation and are vitally involved in curriculum revision. All of these have an influence on instructional costs.

.....10

At the present time there is a strong lobby advocating the community use of the schools. No one can question the fact that a building as expensive and extensive as a school should be used to a greater extent. One could question whether the active use of the school by the community should not be paid for by the users rather than the community at large.

Other branches of government affect educational costs as well. More and more the schools are involved with Health and Welfare Departments, frequently on a common problem which has an educational base but which is recognized by the involvement of these other branches. Involvement with other branches of Provincial government besides the Ministry of Education has some effect upon school costs. As it increasingly becomes the responsibility of educational authorities to meet the needs of all pupils, more and more people are becoming involved in Health and Welfare programmes, such as work with probationary services, correctional institutions and any other branch of government which might have an involvement with a student who has a problem.

.....11

Most rehabilitation programmes whether they be in special education or with pupils who have emotional problems are long and costly ones. There should be some way that such programmes are not financed within the educational ceilings and there should be some special grants from other branches of the government in excess of those provided by the Ministry of Education.

This Board would further recommend that a close look be made at weighting factors, hopefully, that the sparsity of population factors be included in the public school panel as well as the secondary and that an equalization factor be added to communities for a large number of the people are so-called senior citizens who live on a fixed income.

It would further be recommended that boards be given a chance to understand weighting factors better. We have been told what the factors in the various categories are for our area but we have little knowledge of how these were arrived at. Perhaps if we understood the basis better we could understand the factors better.

1. The first part of the paper discusses the importance of maintaining accurate records of all transactions. This is essential for the proper management of the company's finances and for ensuring compliance with relevant regulations. The author emphasizes that this process should be carried out systematically and with the highest level of accuracy.

2. The second part of the paper focuses on the role of the management team in the success of the company. It highlights the need for clear communication, effective decision-making, and a strong commitment to the company's goals. The author argues that the management team should be proactive in identifying opportunities for growth and innovation, and should be willing to take calculated risks to achieve these objectives.

3. The third part of the paper discusses the importance of maintaining a strong relationship with the company's customers. This involves providing high-quality products or services, responding promptly to customer inquiries, and being open to feedback. The author suggests that the company should invest in customer relationship management (CRM) systems to help it track and analyze customer interactions, and to identify areas for improvement.

Conclusion

It would be the wish of the Board that the Ministry take a close look at some of the items which are included in ordinary expenditure and consider transferring these to recognized extra-ordinary expenditure, thus releasing more of the money provided within the ceilings for the use of students in the Province and that the Ministry make its involvement in education better known to the public and that the direct and indirect costs which are dictated by the Ministry be made known to the public. In the eye of the public the Board is a completely autonomous unit. This is really not a fact.

In closing, we would like to thank the Ministry for striking the Committee and thank the Committee for this audience with them. We wish you well in your deliberations and look forward to solutions to some of our problems as a result of them.

1111

Presented by:

THE COMMITTEE ON THE CODES OF ETHICS

at the Public Hearing in 1970

October 20, 1970

Submitted by:

THE BUSINESS WORLD WELFARE ASSOCIATION

Teachers are not concerned at all with the financial needs of the community. They are concerned with the welfare of the children and the quality of the education they are giving. They are also concerned with the quality of the teaching-learning process, and their main concern is for the children whom they teach. They are especially concerned about any inadequacies that may exist in the elementary school system because of insufficient or poorly allocated financial resources. It is our contention that by involving teachers in the establishing of priorities for educational budgets, taxpayers might be better assured that expenditures would correlate with the educational needs of their children. Teachers do not wish to exercise control over educational expenditures, but feel it is their professional responsibility to assist those who will be making the final decisions.

With the vast sums being spent on education, taxpayers are questioning whether every expenditure is being channelled towards some educational objectives. Perhaps the objectives of education are somewhat obscure to the public because of many changes that have occurred in the realm of education over the past decade. What are our schools meant to do? According to Mahlon Beach, Toronto School Trustee and publisher,

"Parents want to send their children to school to learn basic tools to make a living. It's not for the students to find out what they want to know, because they don't know what that is."

There are other views. For example, Mrs. Louis Becker, mother of two students at a progressive private school, states:

"Education used to be job training. That used to be valid, but we no longer know what jobs children are going to have. Nowadays, education has to be a discovery process - co-operative and not competitive."

With the ever-increasing and disparate demands made upon schools today, teachers also become somewhat confused as to what the public really expects them to accomplish. Perhaps one of the first tasks of the Department of Education should be to identify more precisely, than has been done in the past, the needs to be satisfied by the educational system. Careful scrutiny of all new programs should be exercised before they are applied on a large scale. Systems of quality control and evaluation should be devised to satisfy the public that schools are, in fact, accomplishing specified goals. Then, and only then, will taxpayers regain the traditional view that money invested in education is money well spent.

It was in reaction to the taxpayers' cries for relief from mounting educational costs that the Minister of Education recently made his "guidelines" announcement. As teachers, we question these budgetary

(14) Legislatures might be considered to make small classes mandatory in the elementary system, especially in the primary grades.

Extra Duties

Because of shifting sociological patterns, teachers have increasingly assumed duties that are not correlated with their teaching skills. The formation of regional boards has created new duties for teachers. Teachers are now assigned not only lunchroom supervision but also bus duties. Moreover, the increase in the number of working mothers in the labour force has compounded teachers' problems. In a sense, schools are fulfilling the needs of day-care centres. All of these factors diminish teachers' efficiency for professional duties. If teachers are to utilize more efficiently their professional skills, they must be relieved of those duties not directly related to education. If teachers are to perform extra-curricular activities, they should be related to their teaching skills. Is supervising a crowded lunch room utilizing these skills and making best use of a human resource?

Recommendation:

More money must be made available for the elementary system to permit the hiring of non-teaching personnel to the same extent as now exists in secondary schools.

Libraries

With the ever-widening circle of knowledge, memorization of facts is no longer sufficient. Since the emphasis is now on the development of the pupil's abilities to research and organize reference material, the library has become a vital part of the school program. Many schools do in fact, boast of sizable libraries, but cannot use these facilities effectively because funds are not adequate to hire librarians or to relieve classroom teachers for part-time duty. While volunteers can be of assistance and are being continually trained to fill this gap, they cannot be expected to fulfill the duties and responsibilities of a regular teacher librarian. Although we believe in community involvement, the operation of a school cannot depend on voluntary help for essential services.

Recommendation:

More funds must be available to ensure that all libraries are staffed with teaching personnel, with volunteers acting only in an assistant capacity.

Curriculum and Programming

Every recent change in education has enlarged and complicated the task of the elementary school teacher. Prior to the issuing of the 1971 curriculum guidelines, the curriculum of the elementary school was clearly specified. Teachers knew exactly what area of work each grade

...to be operational. To ask teachers, who are already heavily loaded with marking, large classes and exhausting administrative schedules, to attend meetings in order to set up these courses of study is unrealistic.

Recommendation:

Money should be made available to hire supply teachers in order that teachers may attend curriculum meetings.

Special Education

With the adoption of the Caidic Report, children with learning difficulties will be integrated into the regular classroom. Although we concur with the idea of integration, we question the ability of any teacher to meet the specific needs of these children under present condition of heavy enrolment (large class sizes) and without special training.

Recommendation:

If children are to be totally integrated into regular classrooms, money should be available to decrease enrolments and to provide immediate ancillary services.

English Instruction to New Canadians

At present, immigrant children sit in regular classrooms. When class size is large, the teacher has little time to provide the kind of instructional program needed for teaching English as a second language.

Recommendation:

Special classes for New Canadians should be established in some centres. Since immigration is a federal concern, the Federal Government should be approached to provide funds to help defray the costs of educating New Canadians.

Salaries

A very large part of every Board's budget is designated for teacher salaries. With the implementation of the MacLeod Report, which requires that all new teachers in elementary schools must have a degree, it is apparent that boards will have to be compensated for the increased expenditure. Under the existing guidelines, school boards are reluctant to hire highly qualified and experienced teachers. As a result, pupils are being deprived of the best instruction available and teachers are hesitant in acquiring additional qualifications.

Recommendations:

The Ministry must make the necessary adjustments to provincial ceilings to accommodate the expense that will be incurred as a result of having better qualified teachers in the elementary schools. To require

large expenditure of the people to elementary and secondary education.

This letter has attempted, thus far, to point out the need for more money at the elementary level if many of the inadequacies that have just been outlined are to be overcome. We should not only be concerned about the present inadequacies, but also be attempting to make more effective use of available resources - both financial and human. We should guarantee that all expenditures have a direct impact on the pupil. Since the child is the focal point of the system, tax dollars must filter down to the classroom, thus enabling teachers to implement all new programs coming upon them. It is clearly evident that careful planning must take place, with the establishing of priorities, to avoid extravagance and to ensure that the best value from every tax dollar is realized. The better allocation of existing resources in mind, consideration may be given to the following points:

1. With the advent of regional Boards, not only was local autonomy diminished, but also heavy expenses were incurred in an attempt to administer these larger units. Tax dollars now had to be found to defray the costs of bus transportation, and the increase in administrative staff both at the local and provincial levels. Are these larger units the most economical and efficient means of fulfilling the educational needs of the community?
2. The Minister's guidelines applied only to ordinary expenditures and not capital costs. Teachers are not as concerned about large expensive buildings, expensive multi-visual equipment or other frills, as they are concerned about any factor that impedes their ability to communicate with each child. However useful material things may be, are not the pupils we teach more important? At present, in K - 6 schools, Boards do not have the funds to hire sufficient teachers to provide specialized services in remedial reading, music, art and physical education. Once funds are available, Boards could then ensure that teachers of special subjects are hired and then allocated to individual schools. Are we even now utilizing all the special talents and skills of each teacher? Could not the K - 6 schools be considered as individual units providing all the special skills necessary? The time saved by itinerant teachers in travelling could be better utilized in the instruction of pupils.
4. Materials and facilities are often duplicated. Could not more co-operation take place between individual schools, and the Separate and Public School systems?



Conseil des Ecoles Séparées (C.R.) du District de Nipissing
The Nipissing District Roman Catholic Separate School Board

NORTH BAY, ONTARIO

Bureaux: 424 ouest, 2e Avenue

Telephone 472-1520

Offices: 424 Second Avenue West

"Organizations
& Groups"

BRIEF #62

BRIEF
presented to the
Committee on the Costs
of Education
by the
Nipissing District Roman
Catholic Separate School Board

North Bay, Ontario

October 2nd, 1972

A. J. Rivet
Chairman of the Board

Gérard N. Houle
Superintendent of
Separate Schools

A BRIEF TO THE
COMMITTEE ON COSTS OF EDUCATION
presented by
THE NIPISSING DISTRICT ROMAN CATHOLIC
SEPARATE SCHOOL BOARD

Gentlemen:

We appreciate the opportunity to present some of our views relating to the terms of reference of your committee. We would like to deal first with some aspects of school financing which have a significant bearing on the operation of our Board.

1 - Weighting Factors: We appreciate the Ministry's efforts to equalize financial resources between boards through recognition of certain conditions which may not apply equally across the province. Generally, we are in agreement with the overall approach adopted by the Ministry but would nevertheless like to offer a few comments. The factors are valid only insofar as they are derived from current or nearly current information. We understand that there may be problems in certain areas such as data relating to income levels but we would prefer that old data not be used at all even if it meant ignoring one or more of the present criteria.

Furthermore, we feel that provided the information is valid, the board should receive all possible benefits to be derived from it. As an example, we feel that the "Compensatory Education" factor should not only allow for an increase in a board's expenditure but should also have a bearing on its rate of grant. "Compensatory Education" in our case is equivalent to a factor of .02. It reflects the degree of poverty of our district as compared to the median for the province. It also allows us to increase our expenditures by 2% but it does not give the means to do it. We feel that it should increase our rate of grant by 2% since it would appear that our supporters are less able to support their tax load than others.

already
considered
in the rate
by relating to
eg. census %

We further believe that, in the business and instructional administration functions, an additional factor should be introduced to compensate boards for the cost of serving the English-speaking and the French-speaking communities under their jurisdiction equally well.

should
balance
staff within
normal
ratios —
not as
extra staff!

In the present political climate of our country and in accordance with the policies adopted officially by our federal and provincial governments, it is highly desirable that public bodies such as school boards make every effort to serve their constituents in the official language of their choice. In certain cases, however, there is an additional

cost incurred such as in advertising, printing of forms, translation services, etc. We therefore recommend that an additional factor related to the costs incurred be introduced.

✓ small!

2 - French-Language Factor: Under the present grant regulations the factor in a school where French is the language of instruction is .05. In a school where English is the language of instruction and French is taught for a minimum of 20 minutes per day the factor is also .05. It is inconceivable that these factors should be the same since the length of time that French is taught in the first instance is much greater than in the second. We do not imply that the factor for the English schools should be reduced but rather that the other be increased to equitably reflect the differences between the two situations.

additional
expenditure
is not
supported by
fact!

3- Community Use of Schools: For a number of years, it has been the policy of our board to place our schools at the disposal of the community free of charge. Over the years, this particular use of our facilities has increased steadily. Last year, for example, our schools were used by various groups 2951 times for a total of 9135 hours, at a calculated net cost of \$43,000.00. Expressed differently this means

that, on the average, about 10 different groups have used our schools every day of the week except Sunday for 3 hours at a cost of \$143.00 per day. Under the present grant regulations, our expenditures ceiling was increased by the amount of \$43,000.00 but it is eligible neither for grant nor subsidy. If this expenditure is to be financed entirely by tax revenue, it is inevitable that a revision of our present policy will become necessary. When financial resources are becoming scarcer and priorities have to be set, it is important that community services be supported by the Province if they are not to disappear.

4 - Teachers' Salaries: The ever-increasing number of teachers improving their qualifications at the elementary level is increasing the cost of salaries at a rapid rate. Within the next few years, the difference in salaries between the elementary and secondary school panels will be further reduced. The difference in expenditure ceilings between the two levels should therefore decrease proportionately to reflect the closer cost relationship between the two panels.

5 - Ceilings on Expenditures: In principle, ceilings may be beneficial, provided they are realistic. We have managed to remain within the limitations until now but it is becoming

more and more difficult.

We would like to suggest that increases in limitations should be related more directly to increases in salaries rather to increases in the cost of living. It is also important that some allowance be made for improvements if the system is to prosper. It would hardly be satisfactory if it were merely allowed to remain static.

6 - Grades 9 and 10 Education: Although the matter of extension of the Separate School System is a vital concern which our Board shares with other Separate School Boards throughout the province, it is recognized that grades 11, 12 and 13 are not a part of the Separate School System. Our immediate concern is not with the rights which we do not have, but rather with the rights that we do have by legal statute.

The Separate School System of Ontario is a system that terminates at the end of grade 10. Although it is not our intention to enter into debate on the matter of extension, we wish to quote from a speech made by the Honourable William Davis, Prime Minister of Ontario on August 31, 1971 in Queen's Park.

"There can be no doubt that Ontario's present Separate School System at the elementary grades exists as a matter of right, deeply rooted in historic precedent, representing the position of past generations of political leaders and private citizens, and that this right is firmly entrenched in the Constitution. The Separate School System was established in the interest of those of the Roman Catholic faith and the administrative responsibility is primarily and principally that of the Roman Catholic Separate School Trustees. The academic curriculum is fully compatible with that of the Public School System". To quote further from the same speech, "In the question as to whether or not the Government of Ontario should extend tax support to Secondary Separate Schools beyond Grade 10, we do not believe the refusal to do so rescinds any constitutional right, nor does it offer any further limitation or condition to the voluntary decision of any parent or child to choose between a secondary education in the Public School System or in the Private School of their choice".

The first quotation states, without reservation, the rights of the Separate School System to educate children to the end of Grade 10. The second statement states that the

decision of the government does not "offer any further limitation or condition to the voluntary decision of any parent or child to choose between a secondary education in the Public School System or in the Private School of their choice". The Prime Minister was careful to say that the decision of the government did not offer "further restriction" but he was equally careful in avoiding a review of a prevailing restriction, namely the disparity that exists between the financial support extended to Grade 9 and 10 pupils in the public secondary schools as compared with the Grade 9 and 10 pupils who are enrolled in the Separate School System.

Our immediate concern is the updating of the recognized portion of our system beyond Grade VIII. It seems inconsistent to have a right to offer a Grade 9 and 10 educational program and be denied the prevailing rate of financial support to complement such a program. Is it truthful to say that Grade 9 and 10 students can take the Grade 9 and 10 portion of their education program in the separate school system without restriction, when their attendance in a public secondary school will generate a higher rate of financial support than it will if they are enrolled in the Separate School System? We wish to point out that the effects which result from the present manner

of funding Grade 9 and 10 education creates a significant financial problem for the child who chooses to take this portion of his education in the Separate School System.

It is our feeling that the people of North Bay and district know and appreciate the significant cultural and educational contributions that have been made in this part of the country by St. Joseph's College and Scollard Hall. It is our request that the government adopt practical measures to update their financial formula in such a way as to permit the Grade 9 and 10 students attending these schools to be eligible for the same financial support as their Grade 9 and 10 counterparts in the local secondary schools.

7 - In conclusion, we would summarize our thoughts thus: in terms of resources defined as personnel, programs and facilities, our Board accommodated itself to the ceilings rather satisfactorily, but we could always do better with more.

In terms of personnel, we had no drastic reductions. No existing K to 8 programs had to be abandoned for lack of funds, but new programs have to be phased in over a

longer period of time.

In terms of facilities, lack of funds has prevented the provision of suitable and functional administration offices.

Concerning our grades 9 and 10, this Board feels that we should receive for them the same grants that are given to Boards of Education.

We wish to thank this committee for granting us the opportunity to express our views concerning the financial resources provided for education in Ontario in the attainment of our educational goals.

OPMTF

This brief is one elementary principal's observations over several years of the types of problems that exist at the elementary school level, their ^{causes} courses, some ramifications and a plea that the proper channels become aware of the problems, and if they are aware of them, that action be taken towards their remedy.

The author apologizes for any inconsistencies, divergencies, or lack of support material for the problems put forward, but on such short notice feels that the exposure of these problem areas is worth much more than a disjointed brief.

As a teacher who left the elementary school system in 1964 to teach at the secondary level I was amazed at the much smaller teacher/pupil ratio at the collegiate level, the size of budgets in each department, the wealth of materials available from large relief maps to sophisticated A/V materials and proper facilities e.g. gymnasias, library, reading rooms, cafeteria, shower rooms etc.

Over a three year span I watched many department budgets double and in the case of one - the art department budget tripled.

This was during the sixties and under the Robart's System, secondary education and indeed the technical areas of secondary schools received much needed attention; new courses were introduced, whole technical wings were added to schools and expensive equipment added.

At that time the differences on basic ceilings per elementary pupil and secondary pupil were validated or explained with many factors - these two being commonly heard:

(1) A secondary school is a much more complex structure - hence a much higher per pupil basic ceiling

(11) There are many more degree people at the secondary level - again a much higher per pupil ceiling required.

Surprisingly, Mr. J. R. Thompson cited the same two reasons in a lecture on General Legislative Grants for Education on the Principals' Course at Laurentian University this past summer.

I submit that factors employed in 1960 to strike basic ceilings per elementary pupil and secondary pupil are no longer valid and I feel that the examples below are strong supportive material to this statement.

1) The number of degree people at elementary level has rapidly increased over the last five years and recent legislation now directs all candidates for teaching into a degree program. (1973) As a result of this elementary schools are caught in a tight squeeze; greater shares of a frozen budget are set aside for salaries while diminishing amounts remain to provide for more costly and expanding programs.

2) As a result of academic studies, current trends and innovations and the mass media, staffs in elementary schools in general, are swinging away from the basics of pencils, workbooks and many classroom sets of textbooks to more A/V material, science equipment, physical education equipment etc. In other words, materials which allow the elementary student to advance individually, to actively explore research and create.

Schools might never effectively make this transition if basic ceilings remain as they are.

3) Most elementary schools, as a physical structure, however, are ill equipped to keep pace with student needs and growing parent concern over these matters, even if teachers are enlightened and 'innovation' and 'flexibility' the basis of their philosophy.

Many schools built within the last ten years, although 'show-places' in many ways, are highly impractical - they may possess 'all purpose auditoriums' that might truly be labelled 'no purpose' rooms,

because they have not sinks for science or art workshop areas, nor dark-out facilities for slide or film presentations, nor shower or change rooms for active gymnasium programs, nor storage areas for the diversity of equipment that might be used therein.

4) Although recently built elementary schools do possess libraries they are generally inadequate in size and only able to service a small percentage of the school's students at any one time.

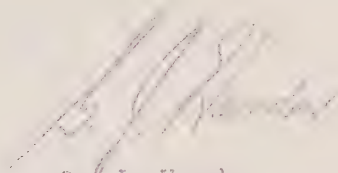
5) Although more children are being bussed to school and school lunches are increasing, lunchrooms are often non-existent and kitchen facilities inadequate.

6) As an elementary school principal I am very pleased with the growing philosophy and enlightenment of teachers in general, but I feel a growing frustration that we are not physically equipped to handle small group seminars in small all purpose rooms, Montessorri self-involvement areas where kindergarten children can saw, hammer, glue, paint etc. or provide simple dark room facilities for basic photography and related activities to mention a few examples.

7) Under existing grant structures administrators and school board officials consider secondary extensions and physical plant changes but feel the same bind when they consider elementary changes. The result, elementary principals and staffs might be turned away with comments to this effect: 'You're lucky---your school is only ten years old'-- or 'do you know where your school stands on the priority list for any changes, additions etc. etc.

I submit that the existing basic ceilings does not allow for extensions to elementary schools or major changes to the physical plant and until such time as grant structure will allow for these and many needed resources internally, the full realization of an exciting self-fulfilling elementary education may remain in the minds and books of the

few who have experienced the same in these select areas that have been blessed and supported with sufficient facilities basic to a full and enlightened elementary school program.

A handwritten signature in dark ink, appearing to read "G. J. Hamder". The signature is written in a cursive style with a large, stylized initial "G".

G. J. Hamder .

SUBMISSION TO THE COMMITTEE ON
THE COSTS OF EDUCATION IN ONTARIO

TITLE:

SECONDARY SCHOOL TEACHERS VIEWS
OF PROBLEMS IN EDUCATIONAL SPENDING

SUBMITTED ON BEHALF
OF THE MEMBERSHIP OF
DISTRICT 33, NIPISSING
DIVISION ONTARIO SECONDARY
SCHOOL TEACHERS FEDERATION

PURPOSE:

The purpose of this submission is to point out the problems resulting from the ceilings on expenditure and to suggest methods whereby the costs may be reduced and alternatives to the ceiling on educational spending. The main theme centres around the taxpayer and the fact that the links between the municipal taxpayers and the schools are slowly being severed.

HISTORICAL FLASH BACK:

The history of Education can be summed up to represent man's efforts to create, preserve and transmit human culture.

The cultural values of society change of society change periodically and systems or methods of education change correspondingly. Regardless of the order in which these changes occur there almost always ensures actions either in the form of total rejection or criticism of aspects of these changes.

In an interval of two decades there have been two significant changes in the Education system of Ontario. The first being the "Robarts Plan" which was designed to encourage students to attain higher levels of education and a subsequent increase in retention factors. The second was the introduction of the credit system which would emphasize the needs of the individuals.

The geographical combining of School Boards to form super County Boards have increased costs.

PUBLIC REACTION:

The very fact that there are segments of the public who question the relevancy of education, should alarm educators to the point where they might have to, in the not too distant future, explain fully the goals of our Education System and at the same time justify those goals.

No longer does society ask whether education is worthwhile, rather the question is will it satisfy the individual. We, as teachers, presume this to be actual fact because the Ministry of Education has set in motion the wheels to accommodate individual satisfaction.

We, the teachers of Nipissings' Secondary School, agree that the rate of increases in educational spending should be slowed down, but not to the extent that excellent innovations have to be stifled, nor the autonomy of the local School Boards threatened.

Public concern has not been as well vented as is popularly believed. There may have been segments of disgruntled taxpayers in certain areas who pressed for ceilings, but it was left to an angry group of citizens who represented the agricultural component of Ontario to stir Queen's Park into action.

It is possible that the public at large could be quite indifferent to the costs of education should they understand the intricate details, relating to how the Educational System has improved since 1959.

We are of the opinion that the Ministry of Education, the Home and School organizations and the Teacher Federations, should combine efforts to establish better rapport with the public and foster better relations with the taxpayers by improving communications.

The Public should be made aware of improvements in the system over the past twelve years, such as, the retention rate in schools which has increased with an increased percentage of graduates. Special Education, only lately being appreciated has given many handicapped students better opportunities than were imagined possible in earlier years. The continuation of the learning process was further fostered with the establishing of the Community Colleges and the continuing rise in the enrolments at these institutions, bears testimony to the overall development of improved education, at great costs.

In order to keep the public aware of costs it is recommended that the following items be clearly justified and explained:

FREE TEXT BOOKS:

Should they be given free to all students?
Should they be given only to the needy?

COST OF BUSING STUDENTS:

The Costs of Busing Students have risen considerably due to
a/ Formation of County Boards
b/ Establishment of French Language Schools.

SETTING UP OF COUNTY BOARDS:

Not only were the costs of building lavish offices for these super Boards high but the operating costs were high as well.

SENIOR ADMINISTRATION:

In the de-centralizing of the Department of Education and Superintendents of Education were established.

REGIONAL OFFICES:

The establishment of Regional Offices representing the Department of Education along with Programme Consultants, have contributed to higher costs.

COMPUTERIZATION:

With the implementation of the new H.S. 1 and the credit system, individual time-tabling became inevitable. The time involved in making up these individual time-tables would make it almost impossible for any person involved in making up these individual time-tables would make this almost impossible for any person involved to do anything but time-tabling all year.

There are many other aspects which might be considered as contributory factors to the soaring costs of Education but the aforementioned should suffice.

Instead of the Provincial Government and the newspapers creating multitudinous problems by alarming the public with constant "brain-washin", would it not be more prudent to explain the operation of the machinery that makes up an outstanding system of Education? Ontarians are a proud people with full knowledge that their province is one of the richest in the Nation. It is far better to cultivate the pride of the people and ask them why they are not prepared to pay the price. This may be reverse "brain-washing" but Ontario takes a back seat to none in the field of Education and there might not be too many who would see it lose its value on the basis of cost.

EFFECTS OF CEILINGS ON EXPENDITURE:

There are some Boards, who either unscrupulously or out of necessity are increasing the pupil teacher ratio and laying the blame on the Ceilings. If the results of a recent survey of parents by an organization is any indication of what parents want, then the ceilings are being abused. This survey, by the Ontario Federation of Home and School Association Inc., revealed that a large section of the people surveyed were opposed to increases in pupil-teacher ratio.

SCHOOL BUDGETS:

Individual programmes in schools are now feeling the pinch of the ceiling as many departments and subjects have had their budgets slashed with deleterious effects on the programmes.

RESTRAINT OF COURSES:

The ceilings have brought about closer scrutinizing of courses that ran with enrolments below. The Provincial norm and in conjunction with the credit system these courses have been literally wiped out.

SURPLUS TEACHERS:

With the disappearance of courses, there is an inevitable problem of teachers with no courses to teach and it is for this reason that we are now faced with the problem of surplus teachers.

MORALE OF TEACHERS:

Of major concern to us is the fact that no teacher knows for sure whether there will be a job for them in the next school year. Nothing upsets the morale to people more than when their security is threatened. When teachers morale is low it inevitably is passed on to the students.

Should the public insist on cuts in educational spending it should then be pointed out that statistics have projected a steadily decreasing drop in enrolment in the elementary and secondary schools in Ontario until the middle of the 1980's. This fact could also project an easing of the tax burden in the not too distant future.

There is a further projection of fewer schools being built with substantial savings.

~~DEBENTURES~~
~~Desecures~~ on school buildings in the past 10 to 15 years will also be retired with-in the next decade.

These three items suggest that ceilings are really unnecessary and not adequately justified. Within a few years the Provincial portion of the Budget for Education would be less than it is at present.

RECOMMENDATIONS:

We recommend that other agencies outside the educational sphere be responsible for services such as Psychological Services and Medical Services.

In the sphere of Technical and Vocational Education it is recommended that the Provincial Department of Labour, by virtue of recent agreements with the Department of Education, get actively and financially involved in the Technological Education in the schools.

A further recommendation would be a study of a Kindergarten to Grade XI concept. This entails a hard, serious look at whether there is much duplication in the Educational System. For instance, could not elementary education be completed in seven years rather than eight? Is grade XIII absolutely necessary? Universities are now accepting students with

Grade XII. If we are maintaining the Grade XIII for maturational purpose only, the Universities might better serve the purpose.

If it were possible to remove two years out of the system there would naturally follow a surplus of teachers which we believe could be accommodated by retiring the many teachers who are from one to five years away from full superannuation. This could be achieved by retiring teachers without the penalty of the normal 2% per year reduction for each year less than 35% years service.

Respectfully Submitted,

THE EXECUTIVE,
DISTRICT 33,
ONTARIO SECONDARY SCHOOL TEACHERS
FEDERATION.

A BRIEF TO THE

COMMITTEE ON THE COSTS OF EDUCATION

Presented by

THE SUDBURY BOARD OF EDUCATION

October 3, 1972

great deal of soul-searching on the part of the trustees and officials, and in the face of strong opposition from the residents in the vicinity of the closed schools.

We have reduced our 1973 budget by \$765,698 as a result of school closings and other decisions reached by the board. The details of the action taken are outlined on schedule B attached. We are still \$235,000 short of our goal.

In future years we face a sharply declining enrolment and we will be unable to close very many more schools without incurring very high transportation expenditures, which would largely be financed by the province.

We believe that the regulation on weighting factors should be amended to take the factor of sparsity into account. To illustrate the case for this we have prepared a calculation of the reductions that could be made in our budget if we were able to operate with public schools of the average size of those in Southern Ontario (i.e. 366 pupils per school). Based on our predicted enrolment for September 1972 of 15,975 pupils we could operate with 44 schools. The net annual savings would be \$351,967 and the calculation of this is set out on schedule C. We would be pleased to have your officials examine these calculations and our working papers in detail, to verify the calculation.

RECOMMENDATION

That a sparsity factor be established for elementary schools which would raise Sudbury's Public School ceilings by approximately three percent.

COMMUNITY USE OF SCHOOLS

This Board enthusiastically supports the community use of schools. Cultural, recreational, educational and ethnic groups of all types are encouraged to use our facilities in the evenings, and on Saturdays, on a no charge basis. Evening Courses and Summer School programs have been promoted, and the number of pupils enrolled is increasing rapidly as illustrated by Schedule E appended to this report. We have opened our schools to the community during the summer months and the funds from the O.F.Y., L.I.P., and the local communities have been used to hire staff to operate very successful programs. Although present regulations allow the Board to consider the costs of community use of schools as an extraordinary expenditure, so as to be outside the ceilings, there is no grant on these expenditures if this is done. The criteria for the identification of such expenses are very vague.

RECOMMENDATION

That explicit criteria be established for the identification of costs for community use of schools and that such cost be eligible for provincial grant.

APPORTIONMENT OF LEVY

This Board presently has 70 municipalities within the school division. The apportionment of the levy between municipalities has been by far the most frustrating problem facing the Board and its staff since the formation of the Regional Board. It is estimated that it has cost \$10,000 each year in administrative time and auditing expenses to calculate the apportionment of costs between the various municipalities.

RECOMMENDATION

That a simplified apportionment system based on equalized millrates rather than equalized assessments be used for apportionment, and the practice of accounting for overlevies and underlevies for each municipality be discontinued.

NOTE: Details of the proposal are outlined in Schedule F appended to this brief.

Respectfully submitted,

E. J. Checkeris,
Chairman.

THE SUDBURY BOARD OF EDUCATION

COMPARISON OF AVERAGE SCHOOL SIZE IN NORTHERN AND SOUTHERN ONTARIO

SOURCE OF INFORMATION - TABLE 4.122
REPORT OF THE MINISTER OF EDUCATION
ONTARIO. 1970

	<u>SCHOOLS</u>	<u>TOTAL PUPILS</u>	<u>AVERAGE SIZE OF SCHOOL</u>
<u>NORTHERN ONTARIO - PUBLIC</u>			
1 Northwestern	146	31,347	215
2 Midnorthern	151	35,975	238
3 Northeastern	141	32,877	233
- <u>SEPARATE</u>			
1 Northwestern	48	11,977	249
2 Midnorthern	135	39,146	290
3 Northeaston	115	30,019	261
Total Northern Ontario	<u>736</u>	<u>181,341</u>	<u>246</u>
<u>SOUTHERN ONTARIO - PUBLIC</u>			
4 Western	338	121,698	360
5 Midwestern	324	102,508	316
6 Niagara	354	112,735	318
7 West Central	482	239,875	498
8 East Central	482	209,453	435
9 Eastern	299	82,456	276
10 Ottawa Valley	215	78,131	363
- <u>SEPARATE</u>			
4 Western	174	56,246	323
5 Midwestern	109	31,516	289
6 Niagara	137	47,074	344
7 West Central	158	71,132	450
8 East Central	117	45,224	387
9 Eastern	80	16,094	201
10 Ottawa Valley	243	70,005	288
Total Southern Ontario	<u>3,512</u>	<u>1,284,147</u>	<u>366</u>
	736	181,341	246
	<u>3,512</u>	<u>1,284,147</u>	<u>366</u>
<u>Total All Ontario</u>	<u>4,248</u>	<u>1,465,488</u>	<u>345</u>
SUDBURY - 1971 -1972	65	16,258	250
1972 -1973	58	15,975	275

THE SUDBURY BOARD OF EDUCATION

	1973 Ordinary Expenditure <u>Reduction</u> \$	1973 Transportation <u>Increase</u> <u>Decrease</u> \$ \$
<u>SCHOOL CLOSINGS</u>		
Den-Lou Public School	6,848	3,038
Creighton Mine Public School	43,040	16,510
King George Public School	44,500	
Stinson & Callum Public School	43,634	4,230
Gatchell Public School	48,676	10,200
Maintenance	110,000	
Operations	50,000	
Business Administration	5,000	
Conferences	6,000	
School Supplies	135,000	
Area Superintendents Allowances	9,000	
Consultants services	100,000	
Pupil-Teacher Ratio	125,000	
School reverting to annex		
Arthur Lye & Laval 2 x \$14,500	29,000	
Onaping concessions	10,000	
	<u>\$765,698</u>	<u>30,940</u>
	<u>\$765,698</u>	<u>3,038</u>
	+ 3,038	
	<u>768,736</u>	
	- 30,940	
	<u>\$737,796</u>	
Net Savings	<u>\$737,796</u>	

THE SUDBURY BOARD OF EDUCATIONADDITIONAL COSTS OF OPERATING SMALL SCHOOLS

In September 1972 we will operate with	53 Principals
If we had average size for Southern Ontario	44 Principals
Difference	9 Principals

If we could operate with 44 Schools	
Savings - 9 Principals @ \$17,000.00	\$153,000
Less Teachers that would be required	
6 X \$8,500.	51,000

\$102,000

Fringe benefits 4%	4,080	
--------------------	-------	--

\$106,080.

Secretarial Assistance

Seven - half-time secretaries

7 X ½ X \$4,400.

\$ 15,400

Fringe benefits 8% of \$15,400.

1,232

16,632.

Conferences, Travel etc., 9 X \$200.

1,800.

Business Administration savings,
 Courier Service, fewer purchase orders,
 cheques etc.,

1,000.

Pupil-teacher ratio - more efficient
 use of staff - 3 Teachers X \$8,500.

\$ 25,500

Fringe benefits 4%

1,020

26,520.

Consulting Staff - Complement
 September 1972 - 19.

Savings 2 Consultants @ \$15,000

\$ 30,000

Travel

2,000

Fringe benefits 4% of \$30,000

1,200

33,200.

Plant Operation - (see schedule D for details)

136,735.

Plant Maintenance - (see schedule D for details)

30,000.

\$351,967.

COMPARISON OF PLANT OPERATING COSTS - ELEMENTARY SCHOOLS

	<u># Schools</u>	<u># Pupils</u>
A - Schools in excess of 366 pupils	14	6,695
B - Schools with between 250 & 366 pupils	17	4,969
C - Schools with less than 250 pupils	<u>34</u>	<u>4,595</u>
TOTAL	65	16,258

SQUARE FOOTAGE OF BUILDINGS:

	<u>Square Feet</u>	<u>Square Feet Per Pupil</u>
A - Schools in excess of 366 pupils	468,970	70
B - Schools with between 250 & 366 pupils	340,860	68.6
C - Schools with less than 250 pupils	<u>364,430</u>	<u>79.3</u>
TOTAL	1,174,260	

Operations Expenditure - 1971 \$1,399,288

Average Expenditure per Square Foot = $\frac{\$1,399,288}{1,174,260} = \1.19

ACTUAL EXPENDITURE:

A - Schools in excess of 366 pupils

Salaries & Fringe Benefits	\$320,003
Utilities (Heat, Power, Water, Phones)	93,926
Other Costs (Supplies, Grounds, Replacements etc)	<u>112,036</u>
TOTAL	\$525,965

Actual Cost per Square Foot = $\frac{\$525,965}{468,970} = \1.12

B - Schools with between 250 & 366 pupils

Salaries & Fringe Benefits	\$248,142
Utilities (Heat, Power, Water, Phones)	76,143
Other Costs (Supplies, Grounds, Replacements etc)	<u>81,429</u>
TOTAL	\$405,714

Actual Cost per Square Foot = $\frac{\$405,714}{340,860} = \1.19

C - Schools with less than 250 pupils

Salaries & Fringe Benefits	\$290,883
Utilities (Heat, Power, Water, Phones)	89,400
Other Costs (Supplies, Grounds, Replacements etc)	<u>87,326</u>
TOTAL	\$467,609

$$\text{Actual Cost per Square Foot} = \frac{\$467,609}{364,430} = \$1.28$$

The following is a projection of Operating Costs for 44 schools of 366 pupils each:

Square Footage required - 70 square feet per pupil

$$44 \times 366 \times 70 = 1,127,280 \text{ square feet}$$

Operating cost based on actual figures @ \$1.12 per square foot

$$1,127,280 \times \$1.12 = \$1,262,553$$

$$\text{Current Operating Cost} = \underline{1,399,288}$$

NET SAVING \$ 136,735 (10.8%)

Of particular interest is the useful square footage in the large schools as compared to the small schools. Most have gymnasias, change rooms, industrial arts and home economics rooms, libraries, art and music rooms. In the small schools, these facilities are generally non-existent, and yet the additional administration and operation spaces required increase the square footage per pupil by 13%.

MAINTENANCE:

While it is difficult to calculate maintenance costs using the operations parameters, if the total square footage and the number of schools were reduced, the maintenance costs would be substantially lower than is presently being experienced. It is estimated that a saving of 5% of our 1972 Budget or \$30,000.00. could be achieved if we were operating 44 schools.

THE SUDBURY BOARD OF EDUCATIONGROWTH OF ADULT EDUCATION
AND SUMMER SCHOOL PROGRAMS

<u>Adult Education</u>	<u>Year</u>	<u>Enrolment</u>
October	1969	3,411
October	1970	3,801
October	1971	4,807

<u>Summer School</u>		
June	1969	375
June	1970	643
June	1971	888
June	1972	1,240

THE SUDBURY BOARD OF EDUCATION

PROPOSAL FOR AN APPORTIONMENT SYSTEM
FOR ONTARIO SCHOOL BOARDS FOR 1973

- 1) The present system of apportionment is much too complicated and expensive to administer. The cost of calculating and auditing the apportionment of the Sudbury Board's requisitions since re-organization, is estimated to be in excess of \$10,000 each year.
- 2) Inasmuch as all calculations are interdependent, an error in assessment data necessitates the re-calculation of all apportionment percentages and amounts. This leads to much frustration for staff when errors in assessment or other data require the calculations to be done repeatedly. Numerous errors have come to light in the assessment figures provided by the Regional Assessment Office each year.
- 3) It is suggested that the procedure of accounting for under and over levies of each municipality would be unnecessary if a firm mill rate were established at budget time. Any surplus or deficit from Board operations could be recorded in the same manner as had been done in 1968 and prior years. The present system requires much needless accounting, particularly when large numbers of municipalities (70 in Sudbury) are involved.
- 4) The system of factors adopted this year by the Ministry of Education protects municipalities from any severe increase in mill rates that were previously possible with a significant reduction in the factor. Since it is unlikely that a factor for the current year would be available, the prior year's factor could be used except where there had been a reassessment.
- 5) It is proposed that the apportionment be based on an equalized mill rate, and that mill rate subsidies be discontinued. This would eliminate the necessity for the Ministry of Education having any concern with apportionment. Much time is taken sorting out differences in assessment data with the regional office, and the grants office in Toronto (through the computer print-outs).

The assessment data on which grants are based could be taken from a photocopy of schedule 1-7 of the Municipalities' Audit Reports. Equalized mill rates are more equitable now that we have had a four year period to phase in the new rates.

- 6) It is contended that the above proposal would be more equitable than the present system for the following reasons:

- (a) The present system greatly favours the fast growing municipalities as the share is based on the prior year's assessment.
- (b) If a municipality has a large drop in business assessment due to the closing of a plant, the present system puts an unreasonable burden on the remaining taxpayers in the municipality (for example, the closing of Creighton Mill caused a decrease in the municipality's assessment from \$2,561,734 to \$1,931,704; Coniston Smelter will close in 1972 - assessment will drop from \$1,580,552 to \$331,735).
- (c) With Regional Government, it will be difficult to justify the continuance of ten different mill rates in the same municipality.
- (d) Under the present system it is not unusual to have three different assessment figures for a municipality and it has not been possible to resolve this problem. The above proposal provides for any differences to be reflected in a change in surplus or deficit of the Board, and would not therefore require the hours of recalculation that are necessary at the present time.

NOTE: If it is felt that a phasing-in period is necessary for this proposed system, the following interim step is suggested:

- (i) Using the previous year's total equalized assessment for all municipalities, calculate a single equalized mill rate from the total requisition. This would be termed the "equity" mill rate.
- (ii) Convert the previous year's mill rate for each municipality to an equalized mill rate.
- (iii) Adjust the previous year's equalized mill rates towards the "equity" mill rate by a maximum amount of one half an equalized mill.
- (iv) Calculate the yield for the adjusted mill rates, on the current year's assessment.
- (v) Compare the yield calculated in (iv) with the Board's total requirement. Convert the difference to an equalized mill rate and apply this to the mill rate of each municipality as calculated in (iii) above.

NOTE: If it is desired to continue the subsidy, this would be calculated as the excess of the Board's total requirement over the yield determined in (iv), that is, one subsidy calculation for the Board rather than one for each municipality.

- (vi) Convert the equalized mill rate to a local mill rate, with an appropriate adjustment by the under or over levy in 1973 only.
- (vii) Any subsequent change in assessment for any municipality would not change the apportionment but would only affect the final surplus or deficit position of the Board.

THE SUDBURY BOARD OF EDUCATION

130 DRINKWATER STREET

SUDBURY, ONTARIO

P3E 3E1

ADMINISTRATION
&
ACCOUNTING
PHONE (705) 673-4116

April 20th 1973.

Dr. J. R. McCarthy - Executive Director,
Committee on Costs of Education,
Suite S-944, 252 Bloor Street West,
Toronto 181, Ontario.

Dear Dr McCarthy:

You may recall that Mr. E. Checkeris, the past Chairman of our Board and Mr. Grant Boyce, the Superintendent - Business Administration, made a presentation to the Committee on Costs of Education during its hearing in Sudbury. At that time concern was expressed about public school ceilings with some emphasis given to the problems of sparsity in this area.

We are enclosing an updated brief on this subject, which is based on actual costs for 1972.

Yours very truly,

G.W. Thomson

G. W. Thomson,
Director of Education

GEB:rp.
encl...

*24/4/73
filed
JRM*

A BRIEF ON THE
PROBLEMS OF THE PUBLIC SCHOOLS IN SUDBURY
CREATED BY
THE PROVINCIAL SPENDING CEILINGS

Prepared by
THE SUDBURY BOARD OF EDUCATION

March 25th, 1973.

THE NEED FOR A WEIGHTING FACTOR RELATED TO SPARSE POPULATION

PUBLIC SCHOOLS

The sparse population of the Sudbury area is the most serious detriment to providing a reasonable standard of education within the ceilings to the public school children of our area. This sparsity, and a belief in the importance of the community school concept, prompted boards of earlier years to build small schools within walking distance of the homes of most of the pupils. Even with these small schools we are presently transporting 6,495 public school pupils [41% of our enrolment] at an annual cost of \$894,000. The average size of our schools and a comparison with the average size of Public Schools in the province is shown on Schedule 'A' attached.

During 1972 it became evident that we would be faced with the prospect of reducing our 1973 budget by \$1,000,000. As a result the Board made a very careful study of the reasons that our costs were higher than other boards. After a review of all of the material it became evident that we were operating too many schools to keep our school administration costs in line, and maintaining too many square feet of floor space to keep our plant operation and maintenance costs within reasonable bounds.

A review of all schools was made with a view to closing as many as possible of the smaller schools. We also studied the possibility of designating others as annexes so as to reduce the cost of principals and secretarial assistance. Decisions to close some schools and designate others as annexes were reached after a great deal of soul-searching on the part of the trustees and officials, and in the face of strong opposition from the residents in the vicinity of the closed schools.

We have reduced our 1973 budget by \$765,698. as a result of school closings and other decisions reached by the board. The details of the action taken are outlined on Schedule 'B' attached. The increase in

the 1973 weighting factor and the adjustment for declining enrolment, has made it possible for us to carry on most programs at the level established in September 1972, except that some consultants will have half time teaching responsibilities.

However, we will face serious financial problems in 1974 unless something is done to raise our ceilings. Based on the assumption that public school ceilings will increase to \$665. in 1974, our public school expenditures will exceed the ceilings by about \$400,000 in that year.

In future years we face a declining enrolment and we will be unable to close very many more schools without incurring very high transportation expenditures, which would largely be financed by the province.

We believe that the regulation on weighting factors should be amended to take the factor of sparsity into account. To illustrate the case for this we have prepared a calculation of the reductions that could be made in our budget if we were able to operate with public schools of the average size of those in Southern Ontario (i.e. 384 pupils per school). Based on the enrolment for September 1972 of 15,743 pupils we could operate with 41 schools. The net annual savings would be \$287,195. and the calculation of this is set out on Schedule 'C'.

We desperately need more funds to carry on a reasonable program for our public school pupils in 1974. We would make two recommendations:

- [1] That a sparsity factor be established for elementary schools and,
- [2] That the provincial ceilings for elementary schools for 1974 be higher than \$665.

Respectfully submitted,

Dr. F. H. Flowers,
Chairman.

GEB:rp.

THE SUDBURY BOARD OF EDUCATIONCOMPARISON OF AVERAGE SIZE OF PUBLIC SCHOOLS IN NORTHERN ONTARIO

Source of Information - Table 4.121.

The Report of the Minister of Education 1971.

PUBLIC SCHOOLSSOUTHERN ONTARIO

<u>SCHOOLS</u>	<u>TOTAL ENROLMENT</u>	<u>AVERAGE ENROLMENT</u>
2,436	936,483	384

NORTHERN ONTARIO

426	98,220	231
-----	--------	-----

SUDBURY

1971-72	65	16,258	250
1972-73	58	15,743	271

THE SUDBURY BOARD OF EDUCATION

	1973 Ordinary Expenditure Reduction	1973 Transportation Increase Decrease	
	\$	\$	\$
<u>SCHOOL CLOSINGS</u>			
Den-Lou Public School	6,848		3,038
Creighton Mine Public School	43,040	16,510	
King George Public School	44,500		
Stinson & Callum Public School	43,634	4,230	
Gatchell Public School	48,676	10,200	
Maintenance reduction in level of service	110,000		
Operations reduction in level of service	50,000		
Business Administration reduction in level of service	5,000		
Conferences	6,000		
School Supplies	135,000		
Area Superintendents Allowances	9,000		
Consultants services, reduction in service	100,000		
Pupil-Teacher Ratio increase	125,000		
School reverting to annex			
Arthur Lye & Laval 2 X \$14,500.	29,000		
Donation of free space by Town of Onaping to keep school open	10,000		
	<u>\$765,698</u>	<u>\$30,940</u>	<u>\$3,038</u>
	<u>\$765,698</u>		
+	3,038		
	<u>\$768,736</u>		
-	30,940		
	<u>\$737,796</u>		
Net savings	\$737,796		

THE SUDBURY BOARD OF EDUCATIONADDITIONAL COSTS OF OPERATING SMALL SCHOOLS

Since September 1972, we have been operating with		52 Principals
If we had average size for Southern Ontario		41 Principals
		<hr/>
Difference		11 Principals
		<hr/>
	\$	\$
If we could operate with 41 schools.		
Savings - 11 Principals @ \$17,500	192,500	
Less Teachers that would be required		
7 X \$8,700	60,900	
	<hr/>	
	131,600	
Fringe benefits 4%	5,264	136,864
	<hr/>	
Secretarial Assistance		
Seven - half-time secretaries		
7 X ½ X \$4,600	16,100	
Fringe benefits 8% of \$16,100	1,288	17,388
	<hr/>	
Conferences, Travel etc., 11 X \$200.		2,200
Business Administration savings, Courier Service, fewer purchase orders, cheques etc.,		1,100
Pupil-Teacher Ratio - more efficient use of staff - 3 Teachers X \$8,700.	26,100	
Fringe benefits 4%	1,044	27,144
	<hr/>	
Consulting Staff - Complement September 1972 - 19.		
Savings 2 Consultants @ \$15,000	30,000	
Travel	2,000	
Fringe benefits 4% or \$30,000	1,200	33,200
	<hr/>	
Plant Operation - (see schedule D for details)		41,299
Plant Maintenance - (see schedule D for details)		28,000
		<hr/>
		287,195
		<hr/>

COMPARISON OF OPERATING COSTS - ELEMENTARY SCHOOLS

	<u># Schools</u>	<u># Pupils</u>
A - Schools in excess of 384 pupils	11	5,321
B - Schools with between 250 & 384 pupils	19	5,781
C - Schools with less than 250 pupils	<u>28</u>	<u>4,641</u>
TOTAL	58	15,743

SQUARE FOOTAGE OF BUILDINGS:

	<u>Square Feet</u>	<u>Square Feet Per Pupil</u>
A - Schools in excess of 384 Pupils	425,977	80
B - Schools with between 250 & 384 pupils	415,713	72
C - Schools with less than 250 pupils	<u>355,459</u>	77
TOTAL	1,197,149	

Operations Expenditure - 1972 - \$1,439,366

Average Expenditure per square foot = $\frac{\$1,439,366}{1,197,149} = \1.20

ACTUAL EXPENDITURE:

A - Schools in excess of 384 pupils

Salaries & Fringe Benefits	\$290,293
Utilities (Heat, Power, Water, Phones)	93,164
Other Costs (Supplies, Grounds, Replacements, etc.)	<u>88,945</u>
TOTAL	\$472,402

Actual Cost per square foot = $\frac{\$472,402}{425,977} = \1.11

B - Schools with between 250 & 384 pupils

Salaries & Fringe Benefits	\$310,128
Utilities (Heat, Power, Water, Phones)	103,993
Other Costs (Supplies, Grounds, Replacements, etc.)	<u>96,266</u>
TOTAL	\$510,387

$$\text{Actual cost per square foot} = \frac{\$510,387}{415,713} = \$1.23$$

C - Schools with less than 250 pupils

Salaries & Fringe Benefits	\$284,057
Utilities (Heat, Power, Water, Phones)	86,558
Other Costs (Supplies, Grounds, Replacements, etc.)	<u>85,962</u>
TOTAL	\$456,577

$$\text{Actual cost per square foot} = \frac{\$456,577}{355,459} = \$1.28$$

The following is a projection of operating costs for 41 schools of 384 pupils each:

Square footage required - 80 square feet per pupil

$$41 \times 384 \times 80 = 1,259,520 \text{ square feet}$$

Operating costs based on actual cost of \$1.11 per square foot

1,259,520 x \$1.11	\$1,398,067
Current operating cost	<u>1,439,366</u>
NET SAVING	\$ 41,299

This calculation takes into consideration that even with a projected net increase of 62,371 square feet, the saving is still \$41,299.00.

It should be noted also that the larger schools have a considerably more diversified programme, utilizing shops, libraries, gymnasias, etc. which are not available in the smaller schools. Since closing a number of smaller schools, there has been a considerable saving in the operating cost. However, the operating cost per square foot in large schools as compared to small ones is \$1.11 to \$1.28 - a difference of 15%.

MAINTENANCE:

While it is difficult to calculate maintenance costs using the operations parameters, if the total square footage and the number of schools were reduced, the maintenance costs would be substantially lower than is presently being experienced. It is estimated that a saving of 5% of our 1973 Budget or \$28,000. could be achieved if we were operating 41 schools.

Submission to the Committee

ON THE COSTS OF EDUCATION

by the Sault Ste. Marie District R.C. Separate School Board

October, 1972

1. The major expenditure of School Boards in Ontario is the cost of the salaries of the academic staff. The increasing cost of education in this province may be attributed to a large degree to this fact. Teachers, however, should be entitled to salaries comparable to those paid in industry or business; they should also be entitled to annual increases which reflect the increased cost of living.

The present structure of salary schedules was initiated at a time when the remuneration of teachers was considerably less than that paid to persons with similar qualifications. The minimum salaries were low; the number of years required to reach the maximum salary, in most categories, was extended over a prolonged period in order to reduce costs to School Boards.

However, in recent years, the minima salaries of teachers are at least equal to those paid to persons in other occupations. These initial salaries are then increased by an annual increment over a period which is extended to about fifteen years in some schedules. In recent years, the amount of the annual increment has also been increased by many School Boards.

Another development in the category schedules in recent years is the increasing number of categories which have been accepted by many School Boards. In some instances, the number of categories for elementary-school teachers is as high as seven or eight, and four for secondary-school teachers.

It is our opinion that the format of the category system in this province is archaic and unreasonable. No other occupation or profession requires a person to be engaged for a period of about fifteen years before reaching his maximum potential or salary. Although we do not wish to discourage teachers from improving themselves professionally and academically, there must be a place at which an elementary, or secondary-school teacher has sufficient education in order to perform his duties effectively. The increasing

1. The first part of the paper

is devoted to the

study of the

properties of the

operator T .

It is shown that

the operator T is

bounded and

self-adjoint.

It follows that

the operator T is

positive.

Therefore

the operator T is

compact.

It is easy to see

number of categories, each of which is paid higher than the former one, appears to us to encourage teachers to take courses which frequently have little or no relationship to the subjects which they are teaching.

Another ironic fact about the payment of teachers is that School Boards are paying secondary-school salaries based on the statements of the Qualifications Evaluation Council of Ontario, which is a co-operative project of the various Teachers' Federations. Elementary-school teachers are presently making strong representation to establish a similar evaluation council in order to dictate the category into which they will be placed. In practice, the Teachers' Federations are establishing the salaries of their own members. One may merely glance at the thirty-two pages of the booklet prepared by the Qualifications Evaluation Council of Ontario to realize the absurd degree we have reached in the payment of teachers' salaries.

We strongly support Recommendation Number 7 of "The Report of the Committee of Inquiry" regarding the establishment of a Professional Research Bureau to study the method of paying teachers' salaries.

Although some persons may consider the inclusion of teachers' salaries irrelevant in our submission to your Committee, since The Inquiry Committee has just submitted its report, we maintain that the Committee on the Costs of Education may take many recommendations to the Government of Ontario, but unless some changes are made in the method of paying teachers' salaries, your recommendations will have only minor effects on the cost of education in Ontario.

2. It appears regrettable to us that at a time when your Committee was studying the costs of education in this Province, legislation was passed to permit School Boards to pay 100% of the medical premiums for members of their staff. Fringe benefits paid to staff form a rather significant part of the costs of School Boards.

We also support and recommend for your consideration the implementation of Recommendation Number 6 of the Report of the Committee of Inquiry, which restricts the scope of negotiations to monetary compensation. Many Boards have permitted the inclusion of conditions of work into their salary agreements. Consequently, other Boards are then placed in a position in which they must

include the same items into their negotiations. Conditions of work, and such extended benefits as Sabbatical Leave often prove to be excessively costly. Some Teacher Associations are insisting that every topic, including all conditions of work should be negotiatory. We maintain that the inclusion of all topics into salary agreements will gradually make the Ministry of Education, and local School Boards merely money-raising agencies.

We recommend the implementation of the recommendations of the Committee of Inquiry regarding the establishment of School Board Advisory Committees to make recommendations regarding the settlement of items which are not considered monetary compensation.

3. For many years both the school enrollment and the economy of this Province increased rapidly. During this same period the supply of teachers was very short. Since it is the intention of every School Board to provide the best education, and since the money was available, most Boards increased the

number of consultants and teachers of special subjects, and generally initiated additional programmes to provide a broader type of education. Principals in schools of about ten-classrooms were often exempt from any regular teaching duties, and school secretaries were increased. However, there was no reduction in the staff of senior academic supervisors. School Boards which failed to provide such resources as a strong Special Services Department were considered by many to be failing to meet the needs of the students.

We are not stating that personnel and services provided by most School Boards in Ontario are excessive. What we are saying is that many of these changes occurred merely because other Boards were providing these services.

The establishment of the task force for the Education Resources Allocation System will hopefully make School Boards analyse and study the basic and periphery programme which they offer. We hope that Resources Allocation will not be limited only to basic programmes, but also to a variety of personnel and services offered.

For the general guidance of School Boards, we are recommending that a definite study should be made of the staff requirements, and the programme requirements, and all other factors regarding the operation of a ten, or twelve classroom school in medium socio-economic environment. This study should be conducted by a Committee which should spend considerable time in these schools. We are not suggesting that this study should be similar to time-study methods employed by industry, but it should be as objective as possible. Educators, parents, and members of management consulting firms should be included in this Committee.

4. A few years ago, the Ministry of Education strongly encouraged the use of Canadian textbooks in the schools of this Province. We cannot support too strongly this position, and the results of this recommendation proved beneficial in a wide variety of ways. However, we have one concern about our textbooks and library books - that is their rapidly increasing costs. It appears to us that in the textbook publishing industry in Ontario, and in fact in all Canada, we have decreasing competition in many types of textbooks, and library books.

We recommend a study of the profit-margins of major textbook and library-book publishers to ascertain whether unfair advantage is being taken by them in their favourable position of having their books approved. As a result of this study, there may be some merit in the Ministry of Education obtaining some agreement from publishers to supply a given number of approved textbooks at a fixed price, or to establish a price based on a cost-plus basis, before approving the books for use in our schools.

Presently there are also fewer major firms from which schools may purchase their instructional supplies. As small firms are bought by larger ones, and then incorporated into still larger ones, we fear ultimately higher costs for these supplies.

5. The majority of the School Boards in Ontario find that they can comfortably operate under the existing expenditure ceilings for Secondary Schools, but are severely restricted at the Elementary-school level. This suggests that the relationship between elementary and secondary costs does not conform to the

From the time the
first of the ...
railway ...
...
...
...
...
...

...
...
...
...
...
...

...
...
...
...
...
...

present ceilings. Most School Boards pay equal, or approximately equal salaries to elementary and secondary-school teachers, if their qualifications are similar. We realize that the number of options offered by Secondary Schools and other factors, such as the spare periods granted to members of staff, make the operation of these schools more costly. But we wonder whether some group, such as the Education Resources Allocation System Task Force should not re-examine certain practices in Secondary Schools, which tend to make their operation more costly.

We suggest that the gap between the expenditure ceilings should be narrowed to distribute more realistically the funds available between Elementary and Secondary Schools.

We also suggest that School Boards which have not been spending to their maximum ceilings have been placed at a disadvantage by the limitation of annual increases imposed by the Ministry of Education. The full benefit of the weighting factor for such items as the teaching of Conversational French, and for the operation of bilingual schools is being lost to these Boards. We recommend that the annual increase of expenditure of School

Boards, within the approved maximum ceilings, be determined by the Board. Each Board will then establish the increase needed for its operation, based on this ceiling, and on the requisition which it will require from its ratepayers.

6. Increasing emphasis is being placed on the utilization of school facilities for various community activities. Very few persons can object to this development, since traditionally many of our school facilities were unused during a part of the day, and during a large portion of the year. For several years, our Board has permitted, indeed has encouraged, the free use of schools to numerous organizations in the community for evening and week-end activities.

New regulations permit Boards to include these costs as part of their extraordinary expenditure, if their ordinary expenditure cannot be increased because they have reached their ceiling. In many instances, the limitations for approved extraordinary expenditure permit them no Legislative Grant payments for these costs.

and the fact that the Commission has not yet received any information from the Government of the Republic of China (Taiwan) regarding the situation in the region.

The Commission has also received information from the Government of the Republic of China (Taiwan) that the situation in the region is stable and that there are no reports of any incidents or violations of international law.

The Commission has also received information from the Government of the Republic of China (Taiwan) that the situation in the region is stable and that there are no reports of any incidents or violations of international law.

These costs could be recognized within the existing ordinary expenditure grant structure by permitting Boards to apply a factor to their enrolment based on the hours during which community activities occur in the schools. Alternatively these costs could be removed entirely from the General Legislative Grants, and a special grant could be paid under a new regulation of the Grants.

7. Many factors are responsible for high construction costs in Northern Ontario, compared with the south of the Province. Items such as thicker roof and wall insulation, double glazed windows, deeper foundations because of frost penetration are all essential, and their costs cannot be controlled. Other factors which increase construction in the North are freight costs for materials not available locally, higher labour rates, and lower production and higher heating costs during the long winter construction season. Although the capital grant plan makes allowances for geographical cost zones, we believe that they are not adequate, and School Boards are required to effect savings by substituting lower priced, and often inferior materials.

Savings in the overall construction costs could be obtained by amending "Appendix 6 Special Conditions" of the Capital Grant Plan. Presently, in order to receive the full General Legislative Grant for any given construction project, the actual gross floor area has to be equal to, or higher than, the calculated gross floor area. The constant to be used in elementary schools is 1.8 times the net functional floor area. In other words, for every square foot of net functional floor area to be constructed, School Boards are required to build .8 square feet of auxiliary area, or be penalized by a reduced grant. Although this formula is normally justified when new schools are being constructed, this amount of auxiliary space is much in excess of what is required for additions to schools. The present regulations encourage School Boards, in some instances, to construct more gross floor area than may be required, in order to obtain the maximum grant. If School Boards were not encouraged to construct the total recommended amount of auxiliary floor area, the costs of school construction projects in Ontario would be reduced.

We would like to draw to your attention Appendix 1 of the Capital Grant Plan, which relates to "General Purpose Rooms"

1892

for elementary schools. This Appendix states that every general purpose room with an area of more than 2,000 square feet shall be accompanied by change rooms. In many Elementary Schools change rooms are seldom used. We maintain that the construction of change rooms should be optional. By eliminating the construction of change rooms a considerable saving could be effected. The cost of two change rooms, each with an area of not fewer than 250 square feet, at a cost of \$23.00 a square foot would cost about \$11,500. Using the additional .8 factor for auxiliary space, a further 480 square feet of construction would be required, at a cost of about \$9,200. Thus, the elimination of the change rooms would result in a reduction of about \$20,700.

8. Although it is our understanding that one of the purposes of this Committee is to make recommendations to control the cost of education, and to relate this cost to the economy of the Province of Ontario, we feel compelled to point out a serious inequity in the present payment of Legislative Grants to Separate School Boards.

These Boards are permitted to educate students during the first two years of secondary school. However, they are considered

as elementary-school students, and the maximum ceiling for these students is similar to that established for other elementary-school students. The difference in the ceilings in 1972 for Elementary and Secondary-School students is \$505.00, times the various weighting factors.

In most areas, the Separate School Board pays its teachers of Grades 9 and 10 salaries which are equal, or approximately equal, to those paid by the Board of Education. It is obvious that the Legislative Grants paid by the Ministry of Education is insufficient to meet the cost of operating these classrooms. In practice, the cost of educating the students in kindergarten to Grade 8 must be reduced in order to maintain the total operating costs within the prescribed ceilings. In spite of this fact, Separate School Boards are unable to offer a variety of options to the students in these schools.

We must also bear in mind that the parents of these students are supporting the Secondary Schools of their area. The Board of Education is, therefore, receiving additional tax support for students whom it is not educating, and simultaneously receiving a minimum of \$505.00 per student more than the Separate School Board.

The definition of an "elementary-school pupil" as defined in the 1972 Regulations for General Legislative Grants is too restrictive, in our opinion. In the Sault Ste. Marie Catholic Secondary Schools, approximately 10% of the students registered in year three of their secondary school are taking at least one subject at the level of year one, or year two. These are students who have been required to repeat one, or more subjects. However, since they do have at least nine credits, we do not receive any legislative grant for their education. Furthermore, we have approximately forty students registered in year three, and thirty students in year four who are taking a commercial option at the year one level.

We are aware that problems have arisen regarding the classification of students in Catholic Secondary Schools in the past. We strongly recommend that any student in a Catholic Secondary School who takes a subject at the level of year 1, or year 2, be considered as a part-time student for elementary-school purposes. The Separate School Board would then be entitled to receive Legislative Grant for the amount of time during which he receives instruction at this level.

We suggest that the Ministry of Education should classify students in Grades 9 and 10 of Catholic Secondary Schools as secondary-school students. They would then enjoy the same academic opportunities provided to students in Public Secondary Schools.

Y. Lafrance, Chairman,
on behalf of the
Sault Ste. Marie District R.C.
Separate School Board.

BRIEF TO THE

COMMITTEE ON THE COSTS OF EDUCATION

PRESENTED BY

THE TIMMINS BOARD OF EDUCATION

OCTOBER, 1972

INTRODUCTION

The Timmins Board of Education came into operation January 1st, 1969 assuming responsibility for eleven elementary schools, three secondary schools and one school for trainable retarded children, previously under the jurisdiction of eleven school boards.

The increases of budget over the past four years have been spent almost entirely on expansion of educational programs, facilities and services, and increased enrolment, and not towards producing the same kind and quality of education merely at a higher cost.

Program expansion has included special education, psychological services, music, physical education, educational television, library resource centres and French language programs.

Physical facilities completed or in progress since 1969 include one new secondary school, three new elementary schools, additions to two elementary schools and one retarded children's school and probable expansion and major renovation to one secondary school now in the planning stage.

Although the expansion of programs and increased costs have aroused concern on the part of the ratepayers and trustees alike, nevertheless the Board has operated well within the ceilings for school spending set by the Ontario government since 1970.

Planning and policy-making through the clear definition of goals

and objectives, identification of alternatives, implementation of decisions and the evaluation of progress are recognized as functions of prime importance for an educational system the size of the Timmins Board of Education even though it is a relatively small system in comparison with other jurisdiction in this province.

The trustees of the Timmins Board of Education recognize the necessity to control educational costs and offer the following comments and recommendations in the belief that the consultative role of the Ministry of Education would be more effective if it were less restrictive in certain areas of financing the priorities established by boards.

We agree with a recent statement of the Honorable Thomas Wells, Minister of Education in A capsule report on Ontario Schools:

We have been saying that decisions about spending priorities, about the choice of programs, curriculum development and personnel requirements should be the business of the boards.

And we have been saying that the role of the Ministry is increasingly a consultative role, providing practical advisory assistance in these matters rather than dictatorial "orders". 1

1. IMPLICATIONS OF CEILINGS

This Board recognizes the necessity of controlling educational costs which can only be accomplished by devising a means of making

1 Honorable Thomas Wells, A capsule report on Ontario Schools, Toronto, Queen's Printer, July 1972.

optimum use of available resources. We know that the public wants its resources directed in a different way and that education must compete more realistically with other agencies such as Health and Social and Family Services. We think that the principle of total spending ceilings will have long-range benefits for education in this province because it has prompted closer scrutiny of all educational services by trustees and staff alike. Quality education in the 1970's calls for continuous planning, financing and evaluating.

The weighting factors help to make the ceilings more realistic in responding to the particular needs of pupils in various areas of the province and help to alleviate high cost patterns in sparsely populated areas.

While there is conflicting opinion on a province-wide basis, we think that the ceilings are unrealistic at the elementary level. If music, physical education, library resource centres, Home Economics, Industrial Arts, French language programs, special education and psychological services are essential elements of an elementary school education, then we need more realistic ceilings at the elementary level.

The restriction on the rate of approach to the ceilings in 1972 seems to be unfair to those boards which kept their ordinary expenditures in 1971 below the \$545 and \$1,060 respective provincial guidelines for

elementary and secondary school students. If a board makes the decision to keep its expenditures well below the ceilings in a given year for reasons of sound program planning, should not the same board be in a position to make the decision in a subsequent year to move to the ceiling recognizing the fact that it is responsible to the local ratepayers for its actions.

2. CAPITAL PROJECTS

a) Market Conditions

The present formula for determining the amount of approved debenture funds for a capital building project has proven very unsatisfactory in our area. In three recent building projects, the cost per square foot did not fall within the provincial formula even after substantial reductions were made in the total square footage and in the schedule of finish. We feel that educational facilities provided in our jurisdiction should be on a par with facilities provided in southern Ontario. If there are special market conditions in a given area of this province at a given time, which cause the costs of construction to increase beyond the provincial average, we think that additional capital expenditure funds and approvals for grant purposes should be made available for that particular project. We should not be penalized with inferior facilities because of

market conditions beyond our control.

b) Pupil Loading

PTR.

We also think that the present loading formula of 35 pupils per elementary classroom is totally unrealistic and we recommend that the formula be revised to 20 pupils per classroom for grades 1 to 3 inclusive and 30 pupils per classroom for grades 4 to 8 inclusive.

c) Home Economics and Industrial Arts

Consideration should also be given to revising the formula for determining the need for Home Economics and Industrial Arts areas. Presently approval is determined on the total number of grades 7 and 8 classes. These areas would serve a great need for pupils in grades 5, 6, 7 and 8 who are more practically oriented and less academically gifted.

d) Minor-Major Capital Items

Although the replacement of school windows for \$40,000, or the replacement of a heating system for \$40,000 may seem to be a minor maintenance item which could be handled out of current revenue, nevertheless when a relatively small board is faced with three such projects as a result of amalgamation, each of which is urgent, along with major projects such as new schools and major additions, new programs and expansion of

existing programs, it is extremely difficult financially to handle such apparently minor expenditures out of current revenue. Perhaps a transition period of five to eight years should be considered during which time Boards would be allowed to debenture specific maintenance projects which pertain to the health and safety of children.

e) Administrative Offices

Provincial assistance is needed for major renovations to administrative offices or for new facilities. When amalgamation of school boards took place in 1969 the need for larger central offices was apparent. To become efficient and to remain efficient administrators need a place from which to operate. Permission to build or to renovate without the wherewithal to do so is not very realistic or practical.

If a Board in establishing priorities decides to renovate or to build administrative offices, then the provincial government should allocate debenture funds and approvals for grant purposes, once it has assessed the request on the basis of need and priorities and granted permission to proceed.

3. COMMUNITY USE OF SCHOOLS

In a recent position paper on the community school, the Ministry of Education expressed the following words:

Virtually all schools have been viewed for some time as a physical resource for use by the community although the degree to which such use occurs varies widely. Use includes night-school programs, recreation programs in gyms, pool, and other athletic facilities and meetings of community organizations such as Cubs, Scouts, Guides, Brownies, service Clubs, and political organizations. 2

We favour the current thinking that fuller utilization of school facilities for educational, recreational and social purposes should be promoted, and indeed have put this thinking into practice by opening our schools to adult education classes, university classes, community college classes, recreational groups, community cultural activities, and youth groups. The use of these facilities outside of regular school hours results in increased costs which place added restraints on a budget already limited by the current expenditure ceilings.

Although the Ministry of Education has allowed boards to exclude the additional costs of operating schools for community use from Recognized Ordinary Expenditures, nevertheless there is no approval for these additional costs. As one Business Administrator in Region 3 said recently,

"We are not satisfied with just the permission to do something. We need the means to make the permission operational."

4. FRENCH-LANGUAGE FACTOR FOR 1972

In recent years Canada and Ontario have moved in the direction of a major recommendation of the Royal Commission on Bilingualism and Biculturalism pertaining to linguistic rights. By provincial legislation the establishment of French language secondary schools was made possible in Ontario in 1968.

While it is impossible at this point in time to provide supporting data on the costs of appropriate French textbooks and learning materials, it seems that what is available is more costly than comparable English textbooks and materials because of supply and demand.

An immediate effect of the establishment of a French Language secondary school in our jurisdiction was the request of English-speaking parents that the Board provide the opportunity for their children to become bilingual through an immersion program in the elementary panel. The Board has provided such a program which has now reached grade one. Until enrolment reaches the level where regular classroom facilities are available for this program, additional costs are incurred for temporary facilities, staffing and services.

The French-language factor is inadequate to meet the additional costs incurred in providing a bilingual education. Nevertheless we emphasize that we are in favour of providing this opportunity of a bilingual education.

5. SPECIAL EDUCATION

We do not agree with the 1972 Special Education factor. This factor was related to the actual programs being offered and the number of qualified special education teachers. Since this Board organized for special education with integrated classes in 1969 and 1970, the special education factor for 1972 worked to our disadvantage.

We wish to refer here to three recent studies which could have serious implications for education. The Northeastern Task Force Report is concerned with the need for government-sponsored services and facilities for the mentally retarded in Northeastern Ontario. The Provincial Schools Branch review of Schools for the Blind and Deaf, Correspondence Courses, and Ontario Hospital Schools will be concerned with the education of the blind, deaf, and emotionally disturbed children. The recent proposal to reorganize the Ministry of Health into three major divisions in order to integrate and co-ordinate health services on a community basis will be concerned with health services for people of all ages. We hope that decisions will not be made separately and independent of one another because of the implications of each study for educational services and the resultant costs. Since Health, Education, and Social and Family Services come under the jurisdiction of one minister, we are confident that the co-ordination of services and the allocation of costs on an equitable basis will be realized.

6. TRANSPORTATION APPROVALS

Commencing September, 1972 the Ministry of Education implemented a revised method of determining pupil transportation expenditures eligible for grant. This method is related to the number of vehicles, the total miles the vehicles travel, and to the total number of pupils transported.

This method is beneficial in a transportation system comprising many short runs as approvals are the same for short and long runs provided the daily average is less than 60 miles. Under this formula there is no additional allowance to offset individual long runs which we feel is necessary in our particular situation.

We are encountering numerous requests for transportation within municipal boundaries. Under existing regulations approvals would cover the additional costs. However, we are concerned about subsequent changes in the regulations that could result in this situation being reversed, and thus the taxpayer would directly bear the major portion of the cost of this type of transportation service.

7. ELEMENTARY TEACHERS' SALARIES

Because of the new requirements for admission to Teachers' Colleges, there will be over the next few years a dramatic increase in instructional salaries in the elementary panel. This Board has attempted to engage the best qualified teachers during the past three years as well as encourage teachers in its employ to upgrade their qualifications.

A comparison of the 1969-70 qualifications of teachers compared to 1972-73 reveals the following pattern:

<u>Year</u>	<u>Categories</u>			
	II	III	III	IV (and above)
1969-70	48%	30%	16%	7%
1972-73	43%	26%	15%	15.8%

The percentage of teachers in categories three and four combined has increased over a three year period from twenty-three percent to thirty percent.

8. REGIONAL OFFICES OF THE MINISTRY OF EDUCATION

We think that a repetition in this brief of the highlights of our brief on the role of the regional offices submitted in June 1972 deserves mention.

"In the jurisdiction of the Timmins Board of Education, teachers and parents are being encouraged to become actively involved in curriculum planning development, implementation and evaluation of programs and services. The Program Consultants of Region 3 have provided encouragement and support, ideas and resources, workshops for teachers, and assistance in the development of the leadership role of the principals and heads of departments. They have assisted administrators and teachers in program development and evaluation.

I know that the principals, teachers and other supervisory personnel appreciate the consultative services provided through the Region 3 Office of the Ministry of Education. Their major complaint

during the past three years has been the shortage of resource personnel from the Region 3 Office. Because of the tremendous distances to be travelled and the limited number of consultative personnel hired by Northern Boards, I think that it is imperative to increase the number of program consultants in the Region 3 Office."

We recommended an increase of personnel in specific subjects and divisions to be hired by the Ministry on the basis of a core staff of permanent employees reinforced by personnel hired on a short-term contractual basis for a maximum period of five years.

CONCLUSION

We recommend that the Committee on The Costs of Education examine carefully (i) the implications of expenditure ceilings, (ii) approvals for debenture and grant purposes on capital projects, (iii) the increased operating costs as a result of community use of schools, (iv) the financial implications of providing a bilingual education, (v) a realistic assessment of the costs of Special Education, (vi) the financial effects of increasing demands for school transportation, (vii) the increasing spiral of costs for instructional salaries with the advent of improved teacher qualifications, and (viii) the need for increased consultative services from the Regional Offices of the Ministry.

In presenting this brief we hope that our comments and suggestions will help to strengthen and enhance the partnership and responsibility of

the provincial government and local boards for the provision of
equality of educational opportunity for all children of this province.

THE TIMMINS BOARD OF EDUCATION

P.O. BOX 1020
TIMMINS, ONTARIO

File No. 10-F-16

October 16, 1972.

Dr. J. R. McCarthy,
Executive Director,
Committee on the Costs of Education,
Suite 5-944,
252 Bloor Street West,
Toronto 181, Ontario.

Dear Dr. McCarthy:

As requested during our meeting recently in
Sudbury, I am forwarding the following information:

1. The French-language factor figure for our Board
for 1972: a) Elementary - 1.0518
b) Secondary - 1.0419
2. Equivalent in dollars of one mill equalized for:
a) Elementary - \$145,147.00
b) Secondary - \$214,847.00
3. One mill equalized for Timmins District Roman Catholic
Separate School Board: - \$68,000.00

Also enclosed is a copy of the letter sent to the
Ministry of Treasury Economics and Intergovernmental Affairs.

Yours truly,

Peter W. Ferren
Peter W. Ferren,
Director of Education.

*75 10/16/72
PWF:ml
Encl.*

PWF:ml
Encl.



September 15, 1972.

Mr. Albert J. Elie,
Senior Planner,
Official Plans Section,
Plans Administration Branch,
Ministry of Treasury, Economics
and Intergovernmental Affairs,
Parliament Buildings,
Toronto, Ontario.

Dear Mr. Elie:

Re: Proposed Amendment No. 1 to the
Official Plan for the Township of
Whitney Planning Area W 4085

Your letter of August 23rd, 1972 was presented to the trustees at the regular meeting on September 12, 1972 and the following resolution was approved:

Resolution No. 72-509

"That the correspondence from the Ministry of Treasury, Economics and Intergovernmental Affairs dated August 23, 1972 be received and that Mr. Elie be notified that the Timmins Board of Education does not object to Amendment No. 1 to the Official Plan for the Township of Whitney Planning Area."

The Board has given serious consideration to new residential developments in the south-east and north-west sections of Timmins and into Whitney Township. Although the trustees realize that these areas are the logical sections for future development, they only wish to point out a few facts concerning school attendance and expenditures: -

- a) increased pupil enrolment in one area of a community and a decrease in another area of the same community

- b) overloading of our present facilities in Whitney Public School which could necessitate the transfer of students to South Porcupine public Schools where accommodation is available which situation we are likely to face in Timmins in the near future
- c) increased transportation expenditures due to possible transfer of pupils to other area schools
- d) parental dissatisfaction regarding pupil transfer

As requested, we are returning the Official Plan.

Yours very truly,

Peter W. Ferren,
Director of Education.

PWF/yj

Encl.

INTRODUCTION.

The Sudbury District Roman Catholic Separate School Board is pleased to present this brief to the Committee On The Costs of Education.

FINANCIAL RESOURCES - ATTAINMENT OF GOALS

This Board expresses concern with the fact that all people as residents of Ontario share the natural resources used by corporations and contribute as workers and consumers to the gross income of corporations and yet public school supporters share in local taxes paid from this gross income far beyond the amount justified by the public school enrolment.

We recognize that the Government has attempted to equalize this situation through the grant structure but the disparity is still significant.

Based on the fact that all parents have the basic right to determine the type of education they want for their children and that all Ontarions share and contribute to the wealth of the Province, it is our firm belief that parents should also share the authority and the responsibility to determine the goals of education. In a democratic society, the basic rights of minority groups, either religious and/or linguistic in nature, should not be ignored at any level of the educational system.

GRANTS

(a) Special Education and Auxiliary Personnel

The weighting factors for grant purposes should be based on statistics for the current year and provide assistance to all Boards with a Special Education programme as follows:

<u>Ratio Of Special Education Personnel to the Total Elementary Teaching Force</u>	<u>Weighting Factor</u>
1%	.0025
2%	.0050
3%	.0075
4%	.0100
5%	.0125
6%	.0150
7%	.0175
8%	.0200
9%	.0225
10%	.0250
11%	.0275
12%	.0300

(b) Transfers

Fluctuating school population due to urban renewal projects, uncertain employment, etc... increases the cost of education.

The weighting factor built into the grant formula for transfers recognize both transfers-in and transfers-out as follows:

<u>Ratio of transfers-in and/or transfers-out to total enrolment</u>	<u>Weighting Factor</u>
less than 5%	.002
" 10%	.004
" 15%	.006
" 20%	.008
" 25%	.010
" 30%	.012
etc...	

(c) Age

We would recommend that this weighting factor be applied to reflect the additional expenses related to plant operation and maintenance in a more equitable manner to assist a larger number of boards in the province.

The following schedule is proposed:

<u>Ratio of pupil places provided before 1945 to total enrolment</u>	<u>Weighting Factor</u>
less than 18%	.0025
" 20%	.0050
" 22%	.0075
" 24%	.0100
" 26%	.0125
" 28%	.0150
" 30%	.0175
" 32%	.0200

In addition we would recommend that the Department consider reducing the life-expectancy of a school building to a more realistic number of years (i.e. from 50 to 40 years in the case of a brick building) to discourage boards from maintaining outdated facilities at a high cost.

(d) Sparsity

The sparsity weighting factor should not be limited to secondary school boards only. Any school board with greater than 20% of its enrolment in schools with less than 300 pupils should receive a weighting factor to reflect lower pupil-teacher ratios that result when a board attempts to provide equitably for the needs of all students and teaching personnel

<u>Percentage of enrolment in schools with less than 300 pupils</u>	<u>Weighting Factor</u>
20%	.005
30%	.010
40%	.015
50%	.020

EXPENDITURE CEILINGS AND THEIR EFFECT ON DECISION-MAKING AND LOCAL AUTONOMY

The existing expenditure ceilings on ordinary expenditures is not the main factor which presently affects decision-making and the local autonomy of separate school boards. The main factor is the inequity presently existing in the distribution of assessment to provide for unapproved extraordinary expenditures which unfortunately cannot all be avoided (i.e. transportation and building costs above approved costs.)

FRENCH LANGUAGE GRANTS

The present formula for the distribution of French language grants is not equitable if we compare the maximum amounts grantable for both elementary and secondary school students.

- (a) The same formula should apply to Gr. 9 and 10 students under the jurisdiction of a separate school board as well as the Gr. 9 and 10 students under the jurisdiction of a board of education.
- (b) The factor used to calculate grants for elementary (K-8) students enrolled in 5 or more courses given in French should be the same for elementary and secondary school students.

Furthermore, it is felt that the Department should strongly recommend that these monies be used for the purpose for which they are intended.

EXTRAORDINARY EXPENDITURES

The Sudbury District R.C.S.S. Board has a large amount of unapproved debenture debt chargeable directly to separate school assessment. Because a large portion of the local assessment is corporate assessment, of which we have only a minimal amount, there is a heavy burden for our residential assessment to carry.

In Sudbury, our extraordinary expenditures for the year 1972 are as follows:

	<u>Total Expenditure</u>	<u>Approval</u>	<u>Unapproved for Grant Purposes</u>	<u>Percentage of total Unapproved</u>
Debt charges	2,525,900.	2,198,000.	327,900.	80%
Transportation	1,300,000.	1,250,000.	50,000.	12%
Capital from current	<u>182,900.</u>	<u>152,000.</u>	<u>30,900.</u>	<u>8%</u>
	<u>4,008,800.</u>	<u>3,600,000.</u>	<u>408,800.</u>	<u>100%</u>

Statistics for other boards are as follows:

EQUALIZED MILL RATE FOR EXTRAORDINARY EXPENDITURES

<u>Board</u>	<u>Total Equalized Rate</u>	MADE UP AS FOLLOWS:			<u>Capital from Current</u>
		<u>Debt Charges</u>	<u>Transportation</u>	<u>School Sites</u>	
Fort Francis	1.52	100%			
Huron	1.70	32%	68%		
Lanark	1.76	84%	16%		
Brant	1.47	83%	17%		
Kapuskasing	1.93	83%	17%		
Frontenac	2.73	32%	17%	51%	
Hastings	1.46	100%			
York	2.35	100%			
Lakehead	2.32	95%	5%		
Renfrew	2.22	100%			
Ontario	1.43	80%	20%		
Essex	1.49	71%		29%	
Middlesex	2.37	99%	1%		
Carleton	1.94	100%			
Waterloo	1.53	79%	12%	9%	
Windsor	1.65	93%	7%		
Wentworth	1.65	100%			
Sudbury	1.57	80%	12%		8%
Ottawa	3.05	60%	15%		25%
Toronto	3.01	7%	9%	57%	27%
North Shore	4.68	100%			
Timmins	1.95	77%	23%		
Nipissing	2.02	84%	7%	9%	
Stormont	1.63	100%			

The picture for the 35 largest Separate School boards in the Province (as detailed below) shows that almost 25% of the total extraordinary expenditures of these boards is unapproved. This constitutes a very heavy load on their small assessment base and prevents the majority of them from taking full advantage of the ordinary expenditure grants.

1972 EXTRAORDINARY EXPENDITURES FROM CURRENT FUNDS

35 R.C.S.S. BOARDS

	<u>Total Exp.</u>	<u>Approval</u>	<u>Unapproved</u>
Debt Charges	34,596,000.	28,837,000.	5,759,000.
Transportation	11,119,000.	10,054,000.	1,065,000.
School Sites	3,530,000.	300,000.	3,230,000.
Capital From Current	<u>3,170,000.</u>	<u>860,000.</u>	<u>2,310,000.</u>
	<u>52,415,000.</u>	<u>40,051,000.</u>	<u>12,364,000.</u>

The same problem besets some of the public school systems in the province.

Therefore we would recommend that the province takes this problem into consideration when formulating future grant regulations.

RESEARCH AND INNOVATION

The Board believes that human and financial resources available to the Department of Education and O.I.S.E. should be made more accessible to local boards which cannot afford to employ research officers.

Larger boards should be given financial assistance to enable them to employ adequate research personnel who could assist in the process of programme development and evaluation. Such personnel could also be involved in the type of action research which would help to improve the learning situation.

BRIEF

RE: The costs of education in Ontario

SUBMITTED BY: The Council of the

Corporation of the Township of Cartwright

TO THE: Select Committee on the Costs of Education
Province of Ontario

DATE SUBMITTED: October 6, 1972

The costs of education in Ontario

1.

The Council of the Corporation of the Township of Cartwright in the County of Durham is pleased to submit the following brief regarding the rising costs of education in Ontario.

It is a matter of grave concern to the Township that each year the large annual requisitions by the Boards of Education continue to increase. At the same time, there has been little evidence of increased quality in education. In addition, there seems to be no way of controlling the increases. The local council and the tax-payer are bound by law to raise the money for education. The tax-payer is increasingly frustrated by lack of access to officials who are responsible for the annual increases in taxes for which he has no appeal.

Council recommends that the Committee consider the alternative solution - that of returning the administration of education to the local community. Under local school boards, which were composed of local representatives, the citizen had direct access to persons, facts and figures; moreover, he could see just where his tax dollar was being spent.

Council well realizes that we are living in a different age than previously; however, this is all the more reason to counter the present rush to the altar of "BIGNESS" with common sense and "community" sense. With the many present uncertainties regarding the purpose and philosophy of education, it seems that the PEOPLE are seeking for a sense of community identity. What the tax-payer finds in place of this are: lack of access to public officials, increasing costs over which he has no control, construction of large schools far away, and children spending long hours on buses.

Appendix "A" sets out the picture of the cost increases for education in one small township (Township of Cartwright) for the period 1967-72. Total annual increases for this period were \$67,590.

Population figures for 1971 were: Permanent - 2,114
Seasonal - 2,110

Assessment figures for 1972 are: Residential - \$2,127,170
Commercial - 53,084
Business - 16,390

Consequent Mill rates for education in 1972 are:
Residential - 87.5 Mills
Com./Bus. - 97.5 Mills

From these figures the Committee can draw a picture of the increases and present costs and the consequent tax burden on the tax-payer. It is not anticipated that the costs will decrease in 1973.

It is the contention of Council that there are a number of factors which contribute to the continuing rise in costs. It is recommended that the Select Committee examine these closely. Some factors are:

- (1) natural increase in basic costs of materials and salaries
- (2) increase in number and size of school plants
- (3) apparent competition between county boards to see who can build the most elaborate schools and administration buildings
- (4) increases in number of supervisory personnel
- (5) increases in number of office staff
- (6) the purchase of unnecessary items of expensive equipment
- (7) wastage of materials
- (8) lack of proper care of materials and equipment supplied
- (9) pressures of spending budget amounts by a certain date.

In consideration of the above factors, the Committee which has direct access to factual material could better arrange to document information and figures concerning the above items. Council strongly recommends that all of these be considered.

The basic tenant of this brief is that local control should be re-established. Council strongly recommends that the County System be abolished and control of school facilities and administration of education be turned over to local authorities. It is true that this would not necessarily lead automatically to a utopian system, but local/responsible officials would be more likely (in our area at least) to exercise better judgment and discretion in dealing with the local situation than would officials from a larger area with concerns of their own. In this community, there are many good business men and educated people quite competent to assist in the administration of our schools. We believe this is true of other areas.

Major reasons for the request that education be returned to the community include the following:

- a) community spirit could be strengthened and/or maintained
- b) the local tax burden could be lightened
- c) the local tax-payer could have more control over the expenditure of his tax dollar
- d) there would be more built-in facilities for guidance of students
- e) there would be more time for extra-curricular activities because of shorter bus routes
- f) there would be more emphasis on the student as a responsible member of the community
- g) interested citizens would be more inclined to participate voluntarily in matters concerning the school

Council respectfully requests that the Committee consider its brief in all its implications, but especially that it may also come to the conclusion that education is a matter for the community. We hope that one of the recommendations to the Legislative Assembly will be that control of education be restored to each local community.

Signed on behalf of the Council of the Corporation
of the Township of Cartwright
this 6th day of October 1972

Doreen M. Van Camp, Clerk Treasurer

APPENDIX "A"

The following figures are taken from financial statements and include actual levy plus under levy or over levy

YEAR	PUBLIC SCHOOL	HIGH SCHOOL	TOTAL	INCREASE
1972	\$ 95,811	\$ 96,944	\$192,755	\$11,784
1971	118,201	62,770	180,971	31,964
1970	58,861	90,146	149,007	2,603
1969	51,033	100,577	151,610	25,366
<u>County Board of Education</u>				
1968	54,631	71,613	126,244	1,079
1967	33,565	91,600	125,165	
			Total	\$67,590

Corporation of the Township of Cartwright

THE HISTORY OF THE

ROYAL SOCIETY OF LONDON

FROM ITS ORIGIN TO THE PRESENT TIME

BY JOHN HENRY LALOR

IN TWO VOLUMES

VOLUME II

LONDON: PUBLISHED BY

JOHN HENRY LALOR

15, ABINGDON STREET, LONDON, E.C.

1881

Committee on the Costs of Education

We are pleased that research done by administration has been requested by the Committee on the Costs of Education as indicated in the letter of August 31, and trust the information supplied will be of value to the Committee.

Although the Directors of Education, Superintendents of Separate Schools, and Business Administrators have had the opportunity to express their views and concerns regarding the costs of education at Regional Office meetings and one with Dr. McCarthy and his staff, the Administrative Committee feels that a presentation should be made regarding the costs of building new educational accommodation and the inadequacies of construction grants in our jurisdiction and apparently in Eastern Ontario.

Costs of materials and labour have been increasing steadily for many years and in view of this pattern the Ministry of Education has wisely made periodic changes in the grant structure for building projects. In our jurisdiction it has now become impossible to build schools and additions that are functional, substantial and with a reasonable amount of aesthetic beauty within the approved costs for grant purposes.

When tenders were called for a building project that will soon be initiated the lowest tender was about 30% above approved costs for grant purposes. It was only after considerable paring and much assistance from Ministry officials that we were able to move within the maximum approved costs.

Building proposals for two new secondary schools have been approved by the Ministry. The estimated costs submitted by the two architectural firms indicate that it will be impossible to complete the building projects, exclusive of grading, landscaping, and exterior physical education facilities, within the expenditures approved for grant purposes and that considerable compromise may be necessary to remain within the maximum expenditure approved.

The Members of The Stormont, Dundas and Glengarry County Board of Education appreciate very much the philosophy of the Ministry related to community involvement in educational costs and are very grateful for the apportionment of costs in terms of ability to pay.

It is our firm conviction that construction costs must be within Ministry approved costs for grant purposes or adhere closely to these if an undue tax burden is to be avoided within this educational jurisdiction. The Stormont, Dundas and Glengarry County Board of Education receives a substantial percentage grant on approved costs for grant purposes because of the Ministry's realistic approach to the assessment base upon which taxation may be levied.

Let us assume that two jurisdictions, one with a substantial assessment base and the other with a very light assessment base, have initiated similar building projects with identical approved costs and both let contracts at the maximum approved costs, namely 10% above approved costs for grant purposes. It becomes quite apparent that the tax burden necessary to raise the 10% locally without Ministry support could be, within the jurisdiction with the very light assessment base, double, or even greater, that experienced in the other jurisdiction.

As indicated, The Stormont, Dundas and Glengarry County Board of Education wholeheartedly supports the Ministry in a grant structure based upon ability to pay and respects the opportunity of more affluent communities to expend 10% above approved costs for grant purposes but at the same time strongly maintains that maximum approved costs for grant purposes must be sufficiently high to enable less affluent communities to build functional, substantial schools with a reasonable degree of aesthetic beauty and also meet the expenditures for grading, landscaping and providing the customary exterior facilities for physical education.

One can argue that the less affluent jurisdictions can turn to metal clad buildings, use unlevelled, roughly sodded areas for football or soccer and run races without an oval track but this scarcely provides equality of opportunity. Equality of opportunity does not mean the same facilities for all. The students from middle class families frequently need more enticing facilities than students from upper middle class families to be stimulated to develop their potentials to a similar degree. It is respectfully suggested that the facilities provided in this jurisdiction must be equal to or close to those provided in the more affluent jurisdictions of our province.

The Members of The Stormont, Dundas and Glengarry County Board of Education strongly urge that the Ministry of Education review at the earliest convenience the grant structure for building projects and introduce the revisions that will enable this Board and similar Boards in the Province of Ontario to provide adequate educational facilities within the approved expenditures for grant purposes and that projects approved since January 1, 1971 be reviewed in accordance with the revised grant structure.

RECOMMENDATION

It is recommended that:

- (a) the letter from the Committee on the Costs of Education be received and filed; and
- (b) the Director of Education present to the Committee on the Costs of Education the views submitted in this appendix regarding approved costs for building projects.

A handwritten signature in cursive script, reading "H.D. Shaw". The signature is written in dark ink and is positioned above the typed name and title.

H.D. Shaw,
Director of Education.

THE STORMONT, DUNDAS & GLENGARRY COUNTY BOARD OF EDUCATION

305 BALDWIN AVENUE
CORNWALL, ONTARIO

October 20, 1972

Members of the Committee on the Costs of Education
Suite S-944
252 Bloor Street West
Toronto 181, Ontario

Gentlemen:

We are pleased that expressions of concern have been requested by the Committee on the Costs of Education as indicated in the letter of August 31, and trust the submission presented on behalf of the Members of The Stormont, Dundas and Glengarry County Board of Education will be of value to the Committee.

Although the Directors of Education, Superintendents of Separate Schools, and Business Administrators have had the opportunity to express their views and concerns regarding the costs of Education at Regional Office meetings and one with Dr. McCarthy and his staff, the Administrative Committee feels that a presentation should be made regarding the costs of building new educational accommodation and the inadequacies of construction grants in our jurisdiction and apparently in Eastern Ontario.

Costs of materials and labour have been increasing steadily for many years and in view of this pattern the Ministry of Education has wisely made periodic changes in the grant structure for building projects. In our jurisdiction it has now become impossible to build schools and additions that are functional, substantial and with a reasonable amount of aesthetic beauty within the approved costs for grant purposes.

When tenders were called for a building project that will soon be initiated the lowest tender was about 30% above approved costs for grant purposes. It was only after considerable paring and much assistance from Ministry officials that we were able to move within the maximum approved costs.

Building proposals for two new secondary schools have been approved by the Ministry. The estimated costs submitted by the two architectural firms indicate that it will be impossible to complete the building projects, exclusive of grading, landscaping, and exterior physical education facilities, within the expenditures approved for grant purposes and that considerable compromise may be necessary to remain within the maximum expenditure approved.

The Members of The Stormont, Dundas and Glengarry County Board of Education appreciate very much the philosophy of the Ministry

related to community involvement in educational costs and are very grateful for the apportionment of costs in terms of ability to pay.

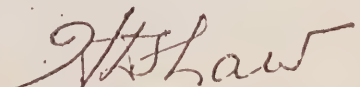
It is our firm conviction that construction costs must be within Ministry approved costs for grant purposes or adhere closely to these if an undue tax burden is to be avoided within this educational jurisdiction. The Stormont, Dundas and Glengarry County Board of Education receives a substantial percentage grant on approved costs for grant purposes because of the Ministry's realistic approach to the assessment base upon which taxation may be levied.

Let us assume that two jurisdictions, one with a substantial assessment base and the other with a very light assessment base, have initiated similar building projects with identical approved costs and both let contracts at the maximum approved costs, namely 10% above approved costs for grant purposes. It becomes quite apparent that the tax burden necessary to raise the 10% locally without Ministry support could be, within the jurisdiction with the very light assessment base, double, or even greater, that experienced in the other jurisdiction.

As indicated, The Stormont, Dundas and Glengarry County Board of Education wholeheartedly supports the Ministry in a grant structure based upon ability to pay and respects the opportunity of more affluent communities to expend 10% above approved costs for grant purposes but at the same time strongly maintains that maximum approved costs for grant purposes must be sufficiently high to enable less affluent communities to build functional, substantial schools with a reasonable degree of aesthetic beauty and also meet the expenditures for grading, landscaping and providing the customary exterior facilities for physical education.

One can argue that the less affluent jurisdictions can turn to metal clad buildings, use unlevelled, roughly sodded areas for football or soccer and run races without an oval track but this scarcely provides equality of opportunity. Equality of opportunity does not mean the same facilities for all. The students from middle class families frequently need more enticing facilities than students from upper middle class families to be stimulated to develop their potentials to a similar degree. It is respectfully suggested that the facilities provided in this jurisdiction must be equal to or close to those provided in the more affluent jurisdictions of our province.

The Members of The Stormont, Dundas and Glengarry County Board of Education strongly urge that the Ministry of Education review at the earliest convenience the grant structure for building projects and introduce the revisions that will enable this Board and similar Boards in the Province of Ontario to provide adequate educational facilities within the approved expenditures for grant purposes and that projects approved since January 1, 1971 be reviewed in accordance with the revised grant structure.



H.D. Shaw

Director of Education

TRANSPORTATION COSTS

We are all aware that transportation is a vital service provided to both elementary school and secondary school students. However, a matter of great concern is the duplication of the system.

The elementary school students and the secondary school students are provided with separate buses, when one bus may meet the demand. On the bus routes, during the morning and afternoon runs, one might see as many as three different buses travelling one route. Students living next door to one another, but in different levels of schooling, are being transported on two separate buses. Perhaps one bus could transport students of both levels, with a mutually agreed upon location for transferring students to the proper buses and then proceeding to the designated schools.

We realize that studies have been conducted regarding transportation, but could further studies of the routes and the system in general bring about an answer to the duplication of busing?

We hereby respectfully request the Committee on the Costs of Education to consider this matter carefully, with a goal to reducing transportation duplication.

TOWNSHIP OF PERCY
Warkworth, Ontario

THE LINCOLN COUNTY BOARD OF EDUCATION

"Organizations
& Groups"BRIEF #72BRIEF TO THE
COMMITTEE ON THE COSTS OF EDUCATION

The position of The Lincoln County Board of Education with respect to priorities is that education is more effective as it better serves the expectations of the public, and that schools are more efficient as they minimize the resources needed to satisfy those expectations. The Board must take into cognizance not only the existing societal patterns but also plan for the future by examining the major trends that may be part of the future.

These trends seem to be:

(1) AUTOMATION

- the cybernetic seventies are upon us and will have effects on work, play and education.

(2) URBANIZATION

- the problems of city schools must be a major priority. If we cannot educate effectively in this situation, the public will become disillusioned and change their historic appreciation of schools and will condemn by association all education.

(3) SEARCH FOR HUMAN IDENTITY

- the problems of the alienation of groups within society, the search for human equality and conflict as a way of life must be managed.

(4) INTERNATIONAL UNDERSTANDING

- the gap between the underdeveloped nations and the "have" societies is being widened and efforts will have to be made to bridge the gap in practical and ideological ways.

(5) MASS COMMUNICATION

- the power of propaganda, and world-wide interaction must be understood.

The Board is working to develop its own statement of aims and objectives. On the basis of present discussion, they will be designated as intellectual aims, practical aims, personal aims and moral aims. The Board is using the technique of developing these from the "grass roots". Each school is developing its own aims and objectives in operational terms by academic department or division, i. e., primary, junior or intermediate. These will be collected

and combined with business and property section aims and objectives and a final statement made. The ramifications will be examined under the headings of organization, curriculum, methodology, support services and evaluation.

ORGANIZATION

The Board has reorganized its own staff into three major areas. Operations involves the present day-to-day administration, supervision, personnel and in-service in our schools. Development involves planning, research, student services, curriculum development and acts as the change agent in our system. Support involves plant operation and maintenance, business and transportation.

The Board recommends, even though a number of regional offices of the Ministry were to be closed, that the O. I. S. E. regional staff, the program consultants, and other regional staff be concentrated in the remaining offices. The Board believes that all Boards in the new regions should be required to pay for the services of the regional office staff. The only exception to this principle would be if the Ministry wished to send an evaluation or special team into a local jurisdiction. The Board believes that this will develop accountability where at the present time none exists.

The Board also believes that the central authority should administer a large development fund to be used to plan and test program innovations before general implementation. The authority to decide on these grants should have major representation from the Ontario Teachers' Federation and local Boards.

To extend the concept of accountability to the basic operational unit, the Board believes that advisory committees at the school level should be encouraged to assist the principal regarding special problems.

CURRICULUM

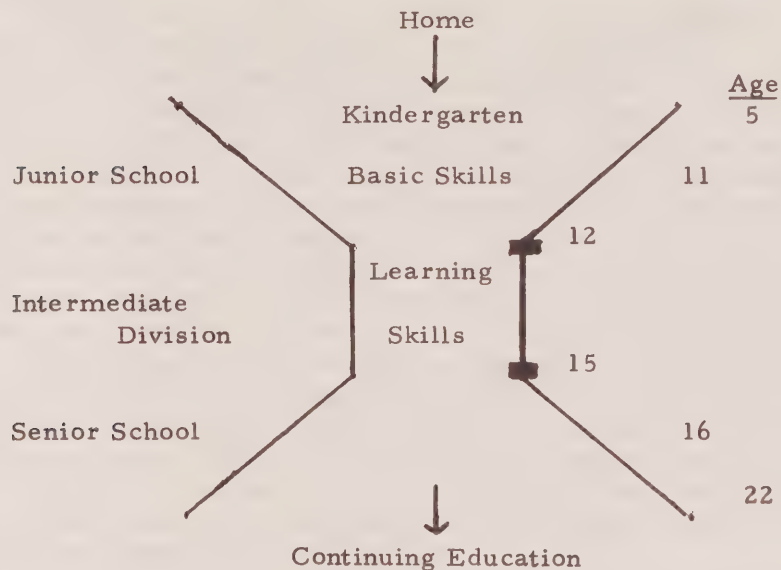
The central authority must involve themselves not only in the identification and acceptance of long-range aims, but also be senior members in a partnership in the development of suitable steps and procedures for attaining the aims. It cannot, because of political sensitivity, opt out of this responsibility and "pass the buck" to the county boards. The Ministry controls the basic inputs through fiscal controls, building controls, and certification practices. It should also have an inter-disciplinary group consisting of sociologists, psychologists, philosophers, systems engineers, economists and educators to suggest the long-range aims and plans for the school system.

At the local level, the Board will give priority to the development of a high quality elementary education. A complete review of programs in the Intermediate Division is underway and there will be an emphasis on the so-called humanistic curriculum. Modern social issues must be examined and

some thought must be given to what may occur in the future. Indeed, the curriculum should be based upon process, the learning how to learn, and less upon redundant information.

METHODOLOGY

The Board subscribes to the model of the education system propounded by Dr. Marshall McLuhan of the University of Toronto:



In it the child comes from an unstructured, open environment at home to a Kindergarten program with the same elements. As the child grows, and develops skills by the discovery method in the basic communication, then the program is given more structure and discipline in the academic sense. In the Intermediate Division the basic skills of learning are developed, i. e. , analysis, synthesis, inductive and deductive reasoning, the scientific approach and research skills. In this period, structure and discipline are the most restrictive. In the Senior Division, the program should again open up by use of large themes, inter-disciplinary study and independent learning to end, for some, again in the ultimate in non-structure -- continuing education. In all cases, differentiated staffing and individualized learning patterns should be used.

SUPPORT SERVICES

Diagnostic services of an educational nature and sophisticated special education services should be, it seems to us, organized in co-operative units. It must, with local educational authorities, provide a continuum of services, i. e. , diagnosis, part-time remedial work in a regular class setting, home instruction, and full-time special classes. Close co-operation with parent groups must exist in this area.

THE UNIVERSITY OF CHICAGO PRESS
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708

1997-1998 Catalogue of the University of Chicago Press

For more information on the University of Chicago Press, please contact:
The University of Chicago Press
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708
Tel: (773) 707-7000
Fax: (773) 707-7001
E-mail: orderdept@uchicago.edu

For more information on the University of Chicago Press, please contact:
The University of Chicago Press
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708
Tel: (773) 707-7000
Fax: (773) 707-7001
E-mail: orderdept@uchicago.edu

For more information on the University of Chicago Press, please contact:
The University of Chicago Press
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708
Tel: (773) 707-7000
Fax: (773) 707-7001
E-mail: orderdept@uchicago.edu

For more information on the University of Chicago Press, please contact:
The University of Chicago Press
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708
Tel: (773) 707-7000
Fax: (773) 707-7001
E-mail: orderdept@uchicago.edu

For more information on the University of Chicago Press, please contact:
The University of Chicago Press
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708
Tel: (773) 707-7000
Fax: (773) 707-7001
E-mail: orderdept@uchicago.edu

For more information on the University of Chicago Press, please contact:
The University of Chicago Press
530 N. Dearborn Ave.
Chicago, Ill. 60610-5708
Tel: (773) 707-7000
Fax: (773) 707-7001
E-mail: orderdept@uchicago.edu

Other services such as guidance, audio visual and library must be taken from the "frill" area and should have close relationships with other education institutions and boards in the same region. Business and plant operations should also have a close relationship because it appears that economy of scale really is maximum when there are 50,000 students in the organization. Computer services are, of course, an example of the part of the organization where close co-ordination is necessary.

EVALUATION

Growing public pressure for educational accountability, i. e. , evidence to support continued allocation of resources to the various school programs, is bringing increased importance to the development and implementation of effective evaluation design. Attention must be given to school-wide evaluation and study at the classroom level with respect to the effectiveness of classroom activities. The Board supports the basic approach of evaluation by objectives on a school basis and co-operative evaluation in the classroom which leads to self evaluation and improvement. The idea of a Quality Education Review with representatives of the Ministry, the Board's supervisory staff, principals and teachers from other schools in the system, is the type of program that this Board will support. When the aims and objectives are established by a school and an effort is made by the staff to examine their performance related to the aims, then it would be useful to have an external team to provide professional judgement, examine educational information and financial information and write, with the staff, a comprehensive report. The school's aims would then be revised in light of this report and the principal and the Board's supervisory staff would be charged with the responsibility to examine for implementation the recommendations.

The school itself must be a risk-taking, open and trust building system. In this atmosphere the joint examination of classrooms, programs, methodology can take place. The principal must be secure enough to provide for classroom differences and he must be able to weigh feedback from his community, the consultants and the supervisory officers.

FINANCE

Leading economists have indicated that expenditures for education constitute an investment. Some studies indicate as much as 40% of the increase in gross national product can be explained only by the expenditures for education. The economic, social and political development of a county, indeed its whole progress, is based on the quality and quantity of education.

The issue is a complicated one. One is, however, tempted to use a simplistic solution with new dimensions rather than adapt existing procedures. It is the Board's feeling that ceilings as they are now determined are insensitive to a variety of situations in the province and could lead not to equality of education but a provincial mediocrity. The Board suggests as an alternative:

- (1) The grants be paid for innovative programs as indicated under organization.
- (2) A foundation level of equalized mill rate should be determined for the province which might be five mills elementary and five mills secondary and paid to the province.
- (3) All costs up to the weighted ceiling x average enrolment (including program, location and experience weighting factors) should be paid by the Province of Ontario.
- (4) Under special conditions, a local Board should be able to increase their levy up to one mill in total for the elementary and secondary panels and this would be matched by the province as an incentive.

Two conditions should be added:

- (a) Under this plan the ceiling figure would be an average level.
- (b) The regressive nature of the property tax should be considered and possibly the foundation level could be approached by personal and corporate income tax.

We conclude where we began. In the years immediately ahead, a series of decisions on our school programs will be made which will affect the character and quality of education. Education is a complicated proposition and cannot be approached through formulae. A co-operative, cyclical process of planning must be implemented by all levels of the education community.

THE LINCOLN COUNTY BOARD OF EDUCATION
RESIDENTIAL MILL RATES
REQUISITIONED
1969 TO 1972

<u>MUNICIPALITY</u>	1969			1970			1971			1972		
	ELEM.	SEC.	TOTAL	ELEM.	SEC.	TOTAL	ELEM.	SEC.	TOTAL	ELEM.	SEC.	TOTAL
City of St. Catharines	33.03	29.43	62.46	37.01	29.70	66.71	28.103	24.387	52.490	21.839	19.375	41.214
City of St. Catharines	22.41	31.50	53.91	41.98	37.45	79.43	26.983	26.448	53.431	27.736	15.776	43.512
Township of Louth												
Town of Lincoln	25.92	28.26	54.18	33.09	31.09	64.18	31.959	29.107	61.066	31.887	25.548	57.435
Town of Beamsville												
Township of Clinton	27.45	30.24	57.69	35.85	34.05	69.90	33.391	30.265	63.656	30.108	23.996	54.104
Beamsville Public	28.08	30.24	58.32	36.36	34.05	70.41	30.990	30.265	61.255	31.361	23.996	55.357
Clinton T.S.A.	22.50	30.24	52.74	41.56	34.05	75.61	31.265	30.265	61.530	32.177	23.996	56.173
Louth T.S.A.												
Township of Louth	27.54	31.50	59.04	36.37	36.29	72.66	30.744	31.152	61.896	30.625	22.251	52.876
Clinton T.S.A.	22.41	31.50	53.91	41.69	36.29	77.98	30.743	31.152	61.895	30.198	22.251	52.449
Louth T.S.A.												
Town of Grimsby	25.02	24.39	49.41	33.03	25.35	58.38	27.257	19.281	46.538	27.080	22.799	49.879
Town of Grimsby	25.65	25.02	50.67	32.60	27.92	60.52	27.340	17.951	45.291	26.302	22.002	48.304
Township of North Grimsby												
Town of Niagara-on-the-Lake	24.12	33.21	57.33	31.44	34.41	65.85	33.482	33.851	67.333	32.671	29.096	61.767
Town of Niagara	25.83	36.36	62.19	34.78	40.52	75.30	34.219	35.057	69.276	32.620	27.740	60.360
Township of Niagara												
Township of West Lincoln	17.10	18.81	35.91	24.92	26.11	51.03	27.590	26.790	54.380	25.936	24.917	50.853
Township of Caistor	21.42	34.83	56.25	28.97	36.96	65.93	29.592	31.634	61.226	26.454	25.041	51.495
Township of Gainsborough												
Township of South Grimsby	26.01	17.46	43.47	34.16	23.70	57.86	22.230	25.188	47.418	26.540	25.865	52.405
Lincoln T.S.A. #1	14.22	17.46	31.68	15.98	23.70	39.68	18.804	25.188	43.992	26.510	25.865	52.375
South Grimsby T.S.A.												

NOTES:

1. All years include over/under levies from previous years as appropriate.
2. 1971 mill rates include allowance for repayment to municipalities for surpluses carried into the newly created Lincoln County Board on January 1, 1969.
3. 1972 mill rates include allowance for repayment to or charge to municipalities for Fixed Assets brought into the newly created Lincoln County Board on January 1, 1969.
4. Assuming equalization factors truly equalize apportionment of Education Tax requisitions between municipalities, then in 1973, an equalized assessment of \$4,000 in say the City of St. Catharines, will have the same effective mill rate as \$4,000 equalized assessment in Lincoln T.S.A.

THE LINCOLN COUNTY BOARD OF EDUCATION

STATISTICAL DATA

E L E M E N T A R Y

YEAR	SCHOOLS OPEN SEPT. 30	ENROLMENTS		CURRENT EXPENDITURES				COST PER PUPIL (A.D.E.)			
		SCHOOL SEPT. 30	WEIGHTED A.D.E.	ORDINARY	EXTRAORDINARY AND OTHER	RESERVES	TOTAL	EXPENDITURE		CEILING	
								ORDINARY	TOTAL	EXPEND.	GRANT
1969	73	23,040	21,768	11,103,384	1,977,167	-	13,080,551	500.56	591.33	-	450.00
1970	72	22,942	21,826	12,663,096	2,362,220	-	15,025,316	573.09	680.23	-	500.00
1971	71	22,648	21,893	12,863,780	2,280,206	500,000	15,643,986	581.43	707.34	598.55	545.00
1972	69	22,279	21,499	13,588,154	2,570,570	-	16,158,724	633.60	761.93	648.91	621.80
 <u>S E C O N D A R Y (I N C L U D I N G R E T A R D E D)</u>											
1969	14	11,630	13,405	12,312,123	2,144,561	-	14,456,684	896.12	1078.45	-	700.00
1970	14	12,116	11,980	14,264,868	2,173,945	-	16,438,813	1168.70	1350.01	-	942.28
1971	15	12,588	12,591	14,552,742	1,862,585	500,000	16,915,327	1130.11	1317.33	1181.33	1017.26
1972	16	12,760	12,680	15,105,165	2,514,456	-	17,619,621	1158.27	1362.37	1211.94	1105.39

- NOTES: 1. ENROLMENTS (a) 1969 A.D.E. included courseweighting factors while 1970 and 1971 A.D.E. included a weighting factor only for french language. Starting in 1972 the french language weighting factor is removed from the A.D.E. calculation and added to the per pupil ceilings.
(b) 1972 figures are our most current predictions.
2. CURRENT EXPENDITURES (a) These are gross expenditure figures with no reduction made for miscellaneous revenues.
(b) Canada Pension Plan costs are included for all years even though up until 1971 these were considered recoverable costs.
(c) 1972 figures are budgeted costs.
(d) 1972 figures do not include a one time cost to pick up accrued salaries.
3. COSTS PER PUPIL (a) Up to 1971 costs and ceilings do not include Canada Pension Plan costs. Effective 1972 these costs are included. Also French language weighting factor is built into costs and ceilings starting 1972.
(b) Ordinary expenditures and ceilings are based on resident internal plus resident external A.D.E. up to 1971 but are for resident internal, plus actual tuition fees paid, starting 1972.

ELEMENTARY BUDGETS - 1972

	<u>A.D.E.</u>	<u>Total Exp.</u>	<u>Misc. Rev.</u>	<u>Net Exp.</u>	<u>Ord. Exp.</u>
Lincoln	21414	782	23	758	633
Windsor	17204	786	9	776	702
Ottawa	23227	1061	8	1052	804
London	29410	852	5	846	690
Hamilton	32046	831	12	818	684
Metro	490262	1017	6	1010	789

SECONDARY BUDGETS - 1972

	<u>A.D.E.</u>	<u>Total Exp.</u>	<u>Misc. Rev.</u>	<u>Net Exp.</u>	<u>Ord. Exp.</u>
Lincoln	12740	1412	46	1365	1158
Windsor	13794	1351	7	1343	1175
London	17824	1376	8	1367	1188
Hamilton	20137	1486	31	1454	1190
Ottawa	27986	1610	26	1583	1223
Metro	351291	1586	22	1563	1290

for presentation to

THE COMMITTEE ON THE COSTS OF EDUCATION

submitted by

The Northumberland and Durham County Board of Education

for hearing on

October 23, 1972 at Kingston, Ontario

- 1 - Any study of educational costs should begin by setting out the objectives of the optimum system and then determining the resources which we are prepared to provide towards the attainment of our priorities within this list.
- 2 - Surely our ultimate goal should be to provide each child with the means by which he can realize his full potential towards a happy and productive life.
- 3 - The cost of education must then be viewed as the portion of our resources that we are prepared to expend in the development of our children towards the attainment of this goal.
- 4 - Since it is highly doubtful that the ideal can ever be reached we must keep our objective under constant review and must act to modify or excise obsolescent programs or procedures in order to release resources towards the attainment of more relevant priorities.
- 5 - Any decision to institute new programs should be reached only after careful evaluation of the resources required to develop and extend them to the desired conclusion.

- 6 - Since the demands of society on the public purse are ever-increasing it seems apparent that some form of governmental control is essential in order to effect a reasonable division of moneys available from the treasury. It is recognized that taxation cannot be permitted to exceed the point at which personal incentive is seriously diminished. Judicious application of ceilings on educational spending would appear to be a fair and workable means of containing costs within budget limits.
- 7 - In the allocation of financial support among the various types of educational institutions it is essential that fairness be the criterion to be applied. Any criteria which will permit, for example, staff salaries to be increased by ten percent in one type of institution but only five percent in another type will breed disharmony. It is to be expected that personnel within our schools, our community colleges and our universities will become increasingly sensitive to apparent disparities in salary increases.
- 8 - Nor will personnel in education be satisfied with smaller salaries than are paid within the public sector when qualifications, responsibility and experience are comparable. Also, substantial gains by any group of hourly-rated municipal employees should be expected to trigger similar demands by hourly-rated board of education employees throughout the province in subsequent negotiations.
- 9 - If weighting factors are to be continued as a means of assisting those boards with supposedly special financial needs the criteria on which they are to be determined must be very

carefully researched and fairly applied; otherwise, their merit must be open to question. Any system which bases qualification for weighting factors on the previous year's expenditure in a particular sector renders it difficult to institute or upgrade a program since the weighting factor would not apply in the first year in which the extra assistance would be required.

- 10 - Announcement of provincial and federal decisions which commit boards of education to substantial financial outlays (ex: Canada pension, Unemployment Insurance, university degrees for all teachers) should be avoided unless consultation precedes enactment.
- 11 - Application of stringent ceilings on educational spending tends to create reductions in staff with resultant increases in the individual's work load. Subsequent government policy which encourages boards of education to engage additional staff under winter work programs fully paid by the government would seem to be more positively implemented by raising the expenditure ceilings and increasing grants.
- 12 - Where non-immigration and low birthrates combine to release existing classrooms from traditional use conversion of space should enable boards to offer better programs within their present buildings although savings may be somewhat below expectation due to standards required by the provincial fire marshal.
- 13 - Present policy of the Ministry has greatly reduced the number of small elementary schools

in the province. Accommodation of students in larger centres has permitted greater flexibility and diversity in programs offered.

- 14 - While a decreasing provincial enrolment might normally be expected to be accompanied by an equivalent percentage reduction in the provincial budget for education, actual savings will fall somewhat short of this percentage figure due to fixed-cost items in board budgets.
- 15 - Among the major factors which tend to elevate costs will be the Ministry's requirement for university degrees for beginning elementary teachers. Upgrading of qualifications of both elementary and secondary teachers will also add substantially to instructional budgets.
- 16 - Differentiated staffing would appear to have considerable merit and should be explored on an experimental basis in a limited number of jurisdictions to determine its practicability.
- 17 - Greater emphasis on the quality of education offered in the primary division should result in early identification of learning problems enabling staff to take appropriate steps to correct or minimize them. Such action should be beneficial to the students receiving the service and also to the system by lessening the need for special assistance in the more advanced grades.

- 18 - The transfer of such services as welfare, assessment, justice, etc. from the municipal level to the provincial level has tended to focus attention of the local municipalities on the cost of education.
- 19 - Taxpayers seem prepared to accept inflation in the price of almost everything except taxes yet boards of education are subject to the same inflationary pressures as are other sectors of the population.
- 20 - While Boards of Education are exempted from payment of sales tax on cost of materials used in the construction of new schools, for renovation purposes and new equipment, no similar exemption is applicable to the cost of many items essential to the operation of our schools. It would seem that a strong case could be made for extension of this benefit.
- 21 - If Boards of Education are to be receptive to a modern trend towards integration of increasing numbers of handicapped children into regular classes grant regulations should reflect this philosophy. Integration of students which might formerly have attended a School for the Blind or a School for the Deaf often requires expensive capital equipment for their instruction in regular classes and grants for trainable retarded children should not be reclassified as elementary grants following integration. Unless possible loss of grant is recognized jurisdictions will be hesitant to implement this new philosophy.
- 22 - Boards of Education could be saved considerable expense if legislation were amended to

require reasonable notice before integration of new Separate School zones into county systems could be effective. Existing legislation permits such integration to take place at any time regardless of arrangements for staffing, transportation, accommodation, etc. made by the Board of Education.

- 23 - In consideration of the educational value to be derived it is recommended that recent changes and impending changes in departmental policy which render transportation of students to central locations for instruction in music, outdoor education, etc. ineligible for grant be re-examined.
- 24 - While grants in lieu of taxes on federal and provincial property are receivable by municipalities no similar provision exists for boards of education. Since the percentage of such exempt property varies greatly from jurisdiction to jurisdiction, denial of revenue from these sources would seem difficult to justify.
- 25 - Where existing equipment, supplies, texts, etc. are in reasonably good condition careful evaluation should be made before any decision is reached to discard on the grounds of obsolescence.
- 26 - Present municipal tax notices contain one levy for school purposes and one for non-school purposes. Since schools can provide accommodation and services desired by many non-school community organizations it seems apparent that these facilities should be made

available but that contingent expense incurred should be borne by the community or by the community assisted by the province. A third municipal tax levy might be considered as a means of providing the necessary revenue.

- 27 - It is assumed that extreme fluctuations in provincial equalization factors which have been perhaps the major cause of any dissatisfaction with county boards of education have been stabilized but the province should be ever vigilant to ensure that no recurrence will be permitted.
- 28 - In general, policies which make more effective the education of children should be strengthened and those that consume resources without reasonable return should at least be modified if not excised.

modified
CFA

DAVID STREET NORTH
BOULDER, COLORADO
BOX 150 PHONE 736-21

Nov. 27, 1975



Northumberland and Durham
COUNTY BOARD OF EDUCATION

FROM THE OFFICE OF
THE DIRECTOR OF EDUCATION

D'ARCY STREET NORTH
COBOURG, ONTARIO
BOX 470 PHONE 416 372-6871

November 27, 1972

Dr. J. R. McCarthy
Executive Director
Committee on the Costs of Education
Suite S-944
252 Bloor Street West
Toronto 181, Ontario

Dear Dr. McCarthy:

Pursuant to your letter of October 27, 1972, an item which would appear to fall within the scope of the Committee on the Costs of Education was discussed at considerable length by the Northumberland and Durham County Board of Education at its regular meeting held on Thursday, November 9, 1972. It was the decision of the Board that the matter should be brought to the attention of the Committee in the hope that it might be deemed worthy of favourable attention when the report was being written.

Since January 1, 1969, the Northumberland and Durham County Board of Education has found it necessary to purchase land for a number of school sites within proposed subdivisions. It has become increasingly evident that any reservation of land for the location of a new school is followed by a sharp increase in the price of neighbouring lots designated for housing. In effect, the subdivider realizes a substantial additional profit because of expenditure of public funds with which the site has been purchased.

*29/11/72
Leticia
Gau.*

..... 2

Rec'd. Nov. 29/72.

...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...
 ...the ... of the ...

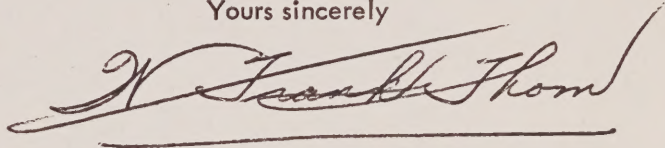
...the ... of the ...

Dr. J. R. McCarthy, November 27, 1972

-- 2

In consideration of the elevated profit to the subdivider resulting from the expenditure of public funds for the purchase of school sites, it is the feeling of the Board that legislation similar to that which is applicable in the provision of land (or cash equivalent) for parks would also be realistic for the acquisition of land for school sites. Accordingly, the Board requests the Committee on the Costs of Education to review the merits of this suggestion.

Yours sincerely

A handwritten signature in dark ink, reading "W. Frank Thom". The signature is written in a cursive style with a large, sweeping initial "W". A horizontal line is drawn beneath the signature.

W. Frank Thom
DIRECTOR OF EDUCATION

WFT/jg

NO. 7510 1285

